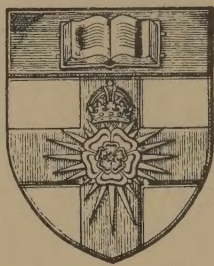


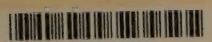
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ACCOUNTS AND PAPERS:

FORTY-SEVEN VOLUMES.

— (7.) —

COLONIES AND BRITISH POSSESSIONS—*continued.*

CYPRUS; DOMINICA; HONG KONG;
STRAITS SETTLEMENTS; AFRICA.

Session

12 March 1894 — 25 August 1894.

VOL. LVII.

1894.



ACCOUNTS AND PAPERS:

1894.

FORTY-SEVEN VOLUMES:—CONTENTS OF THE SEVENTH VOLUME.

N.B.—*THE* Figures at the beginning of the line, correspond with the N^o at the foot of each Paper; and the Figures at the end of the line, refer to the MS. Paging of the Volumes arranged for *The House of Commons*.

COLONIES AND BRITISH POSSESSIONS—continued..

Contagious Diseases Ordinances (Colonies):

147. Correspondence which has taken place since that comprised in (No. 242), 1890, relating to the Repeal or Enactment of Contagious Diseases Ordinances and Regulations in the Colonies. p. 1

Contagious Diseases Regulations (Perak and Malay States):

146. Correspondence relative to proposed introduction of Contagious Diseases Regulations in Perak or other Protected Malay States. 59

Colonies (Estate Duty):

- [c. 7433.] Memorial from the Representatives of the Colonies of Canada, New South Wales, Victoria, Queensland, South Australia, Western Australia, Tasmania, New Zealand, and the Cape of Good Hope, respecting the application of Estate Duty to Personal Property situate in the Colonies. 75
- [c. 7451.] Letter from the High Commissioner for Canada respecting the Application of Estate Duty to Personal Property situate in the Colonies (in continuation of [c. 7433], 1894. 79

Houses of Legislature (Victoria and New South Wales):

98. Return of the Expenses connected with the Houses of the Legislature in the Colonies of Victoria and New South Wales respectively, showing Cost of Purchase of Site, Construction of Buildings, and Equipment of Buildings, Annual Cost of Maintaining Buildings and Grounds on an Average of the last Five Years, Annual Cost of Firing, Lighting, Stationery, Printing, and other Expenses connected with the Houses of the Legislature, and Annual Cost of Staff, including Salaries, Pensions, Residences, &c. 83

Cyprus:

- [c. 7411.] Report by Her Majesty's High Commissioner for the Year 1892-93 (in continuation of [c. 7053], 1893). 89

Dominica:

- [c. 7477.] Report of the Royal Commission to inquire into the Condition and Affairs of the Island of Dominica, and Correspondence relating thereto. 145

Hong Kong :

- [c. 7461.] Correspondence relative to the Outbreak of Bubonic Plague at Hong Kong.
P. 377
- [c. 7545.] Further Correspondence relative to the Outbreak of Bubonic Plague at Hong Kong (in continuation of [c. 7461], 1894). 411

Straits Settlements :

- [c. 7546.] Reports of the Protected Malay States for 1893 (in continuation of [c. 7228], 1893). 431

AFRICA.

British Subjects, South African Republic :

- [c. 7554.] Petition from certain British Subjects resident in the South African Republic presented to Sir H. B. Loch at Pretoria. 541

Matabeleland :

- [c. 7555.] Report by Mr. F. J. Newton, C.M.G., upon the circumstances connected with the Collision between the Matabele and the Forces of the British South Africa Company at Fort Victoria in July 1893, and Correspondence connected therewith. 545

Matabeleland and Mashonaland :

- [c. 7383.] Papers relating to the Administration of Matabeleland and Mashonaland. 611

Matabeleland and Mashonaland Settlement :

177. Correspondence between the British South Africa Company and the Colonial Office relating to Clause 34 of the Matabeleland and Mashonaland Agreement in reference to the limitation of Customs Duties. 629

British Bechuanaland (Railway from Vryburg to Palapye) :

277. Treasury Minute, dated the 9th day of August 1894, relating to an Agreement with the British Bechuanaland Railway Company for the Extension of the Vryburg Mafeking Railway to Palapye. 637

Uganda :

- [c. 7303.] Reports relating to Uganda, by Sir Gerald Portal. 641
- [c. 7351.] Map of the Southern Portion of East Africa, to illustrate [c. 7303], 1891. 699

Congo :

- [c. 7360.] Papers relating to the Agreement between Great Britain and His Majesty the King of the Belgians, Sovereign of the Independent State of the Congo. Signed at Brussels, 12th May 1894. 701
- [c. 7505.] Correspondence relating to the Independent State of the Congo. 711

Intoxicating Liquors (Colonies) :

- [c. 7415.] Further Papers regarding the present working of the "Liquor Laws" in Canada, the Australian Colonies, and New Zealand (in continuation of [c. 6276], 1891, and [c. 6670], 1892). 713

British Central Africa :

- [c. 7504.] Report by Commissioner Johnston of the First Three Years' Administration of the Eastern Portion of British Central Africa, dated 31st March 1894. 741

CONTAGIOUS DISEASES ORDINANCES (COLONIES).

RETURN to an Address of the Honourable The House of Commons,
dated 30 April 1894 ;—*for*,

“COPY of Correspondence which has taken place since that comprised in the Paper presented to the House of Commons in 1890 [H.C. 242] relating to the Repeal or Enactment of Contagious Diseases Ordinances and Regulations in the Colonies.”

Colonial Office, }
4 June 1894. }

SYDNEY BUXTON.

(*Mr. James Stuart.*)

Ordered, by The House of Commons, to be Printed,
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CONTENTS.

Serial No.	From or to whom.	Colony.	Date.	SUBJECT.	Page.
1	Sir C. B. H. Mitchell -	Fiji - - -	1887: 4 October (Received 26 Nov.)	Transmits, in reply to the inquiry of the Secretary of State, copies of reports showing that Polynesian immigrants are inspected, when possible, immediately prior to their return, but that, as no precautions are taken with regard to the crews of the vessels, it is possible disease may be communicated during the voyage.	4
2	Sir C. B. H. Mitchell -	Natal - - -	1890: 28 July - (Received 26 Aug.)	Transmits, with observations, a Reserved Bill, No. 19 of 1890, "for the better prevention of certain Contagious Diseases."	6
3	Acting Governor Fleming.	Hong Kong - -	30 July - (Received 1 Sept.)	Transmits "The Women and Girls' Protection Ordinance," No. 11 of 1890, which has been passed in accordance with the general directions of the Secretary of State, and summarises the discussions in the Legislative Council on the subject.	17
4	To Sir C. B. H. Mitchell	Natal - - -	30 Sept. -	States that the Secretary of State cannot assent to the Reserved Bill, No. 19, enclosed in his Despatch of 28th July, and expresses a hope that the system of voluntary examination and treatment may be tried in the colony.	25
5	To Sir G. W. Des Vœux	Hong Kong - -	12 Dec. -	Sanctions the Ordinance enclosed in his Despatch of 30th July; approves the regulations made thereunder, subject to certain observations.	26
6	Sir G. W. Des Vœux -	Hong Kong - -	1891: 13 April - (Received 19 May.)	Reports that the "Women and Girls' Protection Ordinance" came into force on the 6th April, and encloses copy of the regulations made thereunder.	27
7	Major General Barker	Hong Kong - -	28 July - (Received 31 Aug.)	Transmits an Ordinance to amend the "Women and Girls' Protection Ordinance, 1890."	31
8	Sir H. B. Loch -	British Bechuanaland	1892: 19 Dec. 1891 (Received 9 Jan.)	Transmits copy of correspondence with the Administrator of British Bechuanaland relative to the prevalence of syphilis amongst natives at Motito, and the proposal to segregate persons affected.	32
9	To Sir H. B. Loch -	British Bechuanaland	16 Jan. -	Observes that it would be impossible (even if it were desirable) to provide for the compulsory segregation of syphilitic persons.	35
10	Sir C. C. Smith -	Straits - - -	12 Feb. - (Received 11 Mar.)	Transmits copies of reports by the principal civil medical officer in connection with the examination of prostitutes during the last quarter of 1891, and statistics of venereal cases treated in the Government hospitals.	35

Serial No.	From or to whom.	Colony.	Date.	SUBJECT.	Page.
			1892:		
11	Sir C. C. Smith - -	Straits - - -	3 Aug. - (Received 7 Sept.)	Transmits the reports of the principal medical officer on the cases of venereal disease that came under the cognisance of the Medical Department during the first two quarters of 1892.	36
			1893:		
12	To Sir C. C. Smith -	Straits - - -	17 March -	Directs him to introduce an Ordinance for the abolition of the system of the registration and inspection of brothels.	38
13	To Sir William Robinson.	Hong Kong - - -	17 March -	Directs him to introduce an Ordinance for the abolition of the system of registration and inspection of brothels, and to stop the periodical examination of prostitutes.	39
14	To Sir John B. Thurston.	Fiji - - -	17 March -	Directs him to take steps for the repeal of the Contagious Diseases Ordinances now in force in the colony.	40
15	Sir C. C. Smith - -	Straits - - -	15 April - (Received 15 May.)	Transmits the returns of the examination and treatment of prostitutes for the third and fourth quarters of 1893, and calls attention to the spread of venereal disease.	41
16	Sir C. C. Smith - -	Straits - - -	27 April - (Received 29 May.)	Transmits a draft Ordinance for abolishing the registration and inspection of brothels, and asks to be furnished with arguments in support of the proposed legislation.	45
17	Sir William Robinson	Hong Kong - - -	17 June - (Received 26 July.)	Transmits a draft "Ordinance to further amend . . . the Women and Girls' Protection Ordinance of 1890 . . ." with other documents bearing upon the subject.	46
			1894:		
18	Sir John B. Thurston	Fiji - - -	17 Jan. - (Received 28 Feb.) (Extract.)	Transmits Ordinance, No. 10 of 1893, "to repeal the Contagious Diseases Ordinances, 1882 and 1885."	53
19	To Sir C. B. H. Mitchell.	Straits - - -	17 April -	States that the Secretary of State must adhere to his decision that the registration and examination of brothels should be abolished; conveys directions for the amendment of the draft Ordinance on the subject.	53
20	To Sir C. B. H. Mitchell.	Straits - - -	17 April -	Comments on the statistics enclosed in Sir C. Smith's Despatch of 15th April 1893; asks for further information as to the proposed legislation with regard to the "dying houses."	55
21	To Sir William Robinson.	Hong Kong - - -	17 April -	States that the Secretary of State adheres to his decision as to the abolition of the registration and inspection of brothels and the periodical examination of women, and conveys general instructions on the subject.	56

COPY of Correspondence which has taken place since that comprised in the Paper presented to the House of Commons in 1890 [H.C. 242] relating to the Repeal or Enactment of Contagious Diseases Ordinances and Regulations in the Colonies.

F I J I.

— No. 1. —

Sir C. B. H. Mitchell to Mr: Stanhope.

(Received 26th November 1887.)

(Answered by No. 14.)

Government House, Suva, Fiji,
4 October 1887.

Sir,

WITH reference to your Despatch of 16th July 1887,* I have the honour to enclose two interesting reports, made to me by Doctors McGregor and Corney, from which it will be seen that return Polynesian immigrants are always inspected, when possible, immediately prior to their return, but that, as no precautions are taken in the case of the crews of ships, it is very probable that disease is communicated during the voyage.

I shall consider whether it be possible, either as a condition of the vessel's contract or by law, to compel the crew to submit to examination.

The prevalence of venereal disease in the different groups appears to be already established.

I have, &c.
(signed) C. B. H. Mitchell.

Enclosure 1 in No. 1.

REPORT by Dr. Corney, Senior Medical Officer, on Medical Examination of Polynesian Immigrants prior to their return to their Homes.

SINCE the duties of medical officer for the Polynesian Dépôt have been in my hands (from 1881) the practice has invariably been to examine every immigrant on the day of, or on the day prior to, that fixed for the sailing of a return ship; and to give a certificate to the Agent General of Immigration of the freedom of those whom the medical officer considers fit to proceed to sea from infectious or other dangerous disease.

It has not been customary to examine every one specially in regard of venereal diseases; such cases are usually previously known to the surgeon under whose care they have been while in the dépôt, and where known they have always been detained in the hospital. A case may be concealed occasionally, especially among women, and such is doubtless to be regretted; but I am not aware of any Ordinance which empowers the compulsory examination of immigrant women, excepting at the time of their arrival in the colony as immigrants, or when serving under indenture.

As the women of the Solomon Islands and New Hebrides offer strong objection to examinations of the kind indicated, and as their male consorts and relatives often support their protests, the medical officer would probably not be justified in insisting.

In the case of natives of the Line Islands (Gilbert Group) I have met with universal and concerted resistance on the part of both men and women to the examination

* No. 33 in [H.C. 347], September 1887.

examination of either sex; and have been compelled to abandon it, even on their first arrival in the colony.

The people of certain islands and localities in Western Polynesia are well known to be particularly infected with venereal disease, more than others; among these are Malo (St. Bartholomew of the New Hebrides), and Aoba (Leper Island, in the same group), whose natives intercommunicate by sea for purposes of barter.

At San Christoval also (in the Solomons), it is common.

It is popularly believed to have been introduced there by the Spaniards in the 17th century; and, again, by the crews of American whalers in the early part of the present one.

There is no doubt that the crews of trading vessels from Sydney, and other ports, and the crews of immigrant vessels from Queensland, Fiji, Noumea, and elsewhere, have often conveyed it in more recent times. It usually, in Melaneseans, takes the form of non-syphilitic soft sore, or of gonorrhœa, constitutional infection being of great rarity, if it ever occurs. Venereal disease has increased among Melaneseans in Fiji since the introduction of Indian immigrants, as might be expected.

Melaneseans, however, often suffer from balanitis warts, and abrasions of various kinds and degree which are not of venereal origin, but solely due to the unusually long prepuce which most of them possess, together with a want of cleanly habits. Natives of Malakula, in the New Hebrides, are free from these annoyances because they practise circumcision.

This operation has recently become more popular with natives of Malata and of Guadalcanar, who are in Fiji, owing to several cures having been rapidly effected by it in the public hospital at Suva.

That the existence of venereal ulcerations is no new thing in the Solomon Islands, is, I think, certain, as several natives, some women, have told me that they believed white men were not subject to it, and have spoken of it as a *mate mai nakoro*, a disease from our own home. I myself found the natives at Malo infested with it in 1876.

(signed) *Bolton G. Corney*,
Medical Officer for the Dépôt.

30 September 1887.

Enclosure 2 in No. 1.

MINUTE from the Acting Colonial Secretary to the Governor.

His Excellency,

EVER since I arrived in this colony, in 1875, it has been the practice here to medically inspect Polynesian immigrants when leaving the colony. During the first few years of my stay in Fiji, very few cases of venereal disease arrived in the colony on labour vessels, showing that such diseases were not common in the islands. But by 1878 and 1879 many immigrants arrived in the colony suffering from venereal disease, often of a very severe type. Being very desirous of preventing these diseases from obtaining a permanent footing on our recruiting grounds, I offered as an additional security to the examination of the immigrants to examine, free of charge, able seamen, &c., on board the labour vessels. To this the men would not consent, and there were no powers supplied by law to compel compliance. By about 1880 and 1881 almost every woman arriving in the labour vessels suffered from venereal disease, causing great loss to the Government and to employers.

Venereal disease must now be very common in the New Hebrides and Solomon Islands, and as far as these are concerned, an inspection of returning immigrants does not do much good beyond what is required for the purposes of sanitation on board our own ships. I am quite sure that inspection of the immigrants is no safeguard without inspection of the crews of labour vessels. If every woman on board a vessel returning labour is free from venereal disease at starting, and if there is a case of such disease among the crew, the probability is that every woman on board will have venereal disease before she leaves the vessel. The crews of trading ships are nearly as dangerous. Inspection of

F131.

returning immigrants should not, however, as a precautionary measure, be neglected; both on sanitary grounds and on political considerations, it should be insisted on in all British colonies.

(signed) *W. McGregor.*

3 October 1887.

NATAL.

N A T A L.

— No. 2. —

Sir *C. B. H. Mitchell* to Lord *Knutsford*.

(Received 26th August 1890.)

(Answered by No. 4.)

Government House, Pietermaritzburg, Natal,
28 July 1890.

My Lord,

I HAVE the honour to submit to your Lordship, for the signification of the Queen's pleasure thereon, the following Bill which was passed during the recent Session of the Legislative Council, namely :

Bill No. 19, 1890, "For the Better Prevention of certain Contagious Diseases."

I have not given my assent to it.

2. I transmit, herewith, a statement* upon the Bill by the acting Attorney General; a copy of the Report* of the Select Committee of the Legislative Council, and of the debate* in Council, when the Bill was before it. To the Report of the Select Committee there is attached the evidence of medical practitioners and others who were examined by it.

3. Previous to the introduction of this measure into the Legislative Council, I had, on the advice of the Executive Council, caused a circular to be issued with the object of ascertaining the extent to which venereal diseases prevailed throughout the colony; copy and *précis* of replies enclosed.*

From the answers which were received to this circular it was shown that these diseases were more or less common in the country districts, principally among the native and coolie Indian population, but in no parts of the colony to any very alarming extent. Upon this information being considered by the Executive Council, it was deemed advisable to send down the Bill to the Legislative Council.

On the motion for the commitment of the Bill in the Legislative Council, there was much discussion. Most of the members present took part in the debate. There was a desire to limit the period of the operation of the Bill, if it became law, to three or four years. That proposition was not carried. On the motion for the third reading of the Bill, which was made on the 1st instant, a member proposed, as an amendment, that it be read that day six months; this amendment was negatived by fifteen noes to seven ayes.

4. Your Lordship will observe that, under Section 3 of this Bill, the provisions of Part I. are made to apply, and be in force, in the boroughs of Pietermaritzburg and Durban on the promulgation of the law, and, thereafter, to such division, borough, or township as the Governor, with the advice of the Executive Council, shall, by proclamation, declare to be under its operation. The provisions of Part II. of this law, which, as will be seen from the Attorney General's statement, formed no part of the Bill as sent down, but was introduced during its passage through the Legislative Council, apply, equally to male and female inhabitants of the colony.

5. There has been a good deal of criticism of this measure, from time to time, in the public press of the colony, principally by way of letters addressed to the local newspapers; some people urging that such a Bill should not be passed, others pointing out advantages of the adoption of a similar measure in other countries

Bill No. 19, 1890.

Acting Attorney General.
25th July 1890.

Select Committee.
Report 24th June 1890.

Debate in Council.
4th June to 1st July 1890.

* Not printed.

Circular and Replies.

* Not printed.

countries. Should this Bill be made law, the native and coloured inhabitants of the colony will be those who, to the largest extent, will come under its operation.

6. A similar measure, introduced into the Legislative Council during the Session of 1886-87, was thrown out by the casting vote of the chairman. Before informing the Legislative Council that I had reserved this Bill for the signification of the Queen's pleasure thereon, I asked the Executive Council to advise me as to whether or not I should assent to it. The Council, being equally divided in opinion, did not tender me any advice.

7. I transmit a copy of a memorial,* which has been presented to me since the passing of this Bill, by the President of the Natal Missionary Conference, embodying a resolution passed at a meeting of the Conference, asking me to advise that Her Majesty may be pleased to exercise her power of disallowance with respect to this Bill. One memorial, signed by ministers of religion in Durban, on behalf of their congregations, was presented to the Legislative Council during the progress of the Bill.

8. Although it can hardly be said that this Bill comes under the category of those to which I am debarred from assenting in the name of Her Majesty, as being "repugnant to the law of England" (Royal Instructions, paragraph xvi.), yet, in view of the action taken on the subject by the Imperial Legislature, and having also in view that it would be more satisfactory to the community at large if, in a matter on which public feeling runs high, a decision were come to at home instead of in the colony, I decided to reserve this Bill for the expression of Her Majesty's pleasure thereon.

9. My own view is that the arguments in favour of the Bill are stronger than those urged against it. Moreover, there is a point which appears to have escaped the observation of either side, and that is, that it is, in effect, legislating, not only for the benefit of the European portion of the population, which may be assumed to know its danger, and to be capable of taking precautions against it, but also for a vast number of barbarous, or semi-barbarous, people of native race, who are ignorant of the danger, who are incapable of taking precautions against it, even if they knew of its existence, and who, by their habits and customs, are peculiarly exposed to the evil results of its contagion.

10. With the fullest sympathy with the ministers of religion, and with others, who, for conscientious motives, oppose any legislation on the subject, I cannot avoid observing that, as yet, they have proposed no practical method of combating the danger that undoubtedly exists for the present and future population of the colony.

11. As regards the practical working of the law, if assented to, I see no insuperable obstacle. An Act on precisely similar lines exists in the Cape Colony, and is, I am informed, carried out there without much difficulty and with good results.

I have, &c.
(signed) C. B. H. Mitchell.

Enclosure 1 in No. 2.

(No. 19, 1890.)

Bill for the better prevention of certain Contagious Diseases.

Whereas it is desirable to prevent, as far as may be, the spread of certain Contagious Diseases.

Be it therefore enacted by the Governor of Natal, with the advice and consent of the Legislative Council thereof, as follows:—

Preliminary.

1. This Law may be cited as "The Contagious Diseases Law, 1890."

2. In Part I. of this Law the term "contagious disease" shall be taken to mean any venereal disease, including gonorrhœa. In Part II. it shall be taken to mean syphilis only.

Extent of Law.

NATAL.

3. The provisions of Part I of this Law shall apply to and be in force in the boroughs of Pietermaritzburg and Durban immediately on the promulgation thereof, and thereafter shall extend to such division, borough, or township, as the Governor, by and with the advice of the Executive Council, shall, by proclamation in the "Natal Government Gazette," declare to be under the operation of this law. The Governor, by and with the advice of the Executive Council, may, from time to time, exempt and remove any division, borough, or township in which this law may be for the time being in force, from the operation of this law.

4. Part II. of this law shall apply to all the divisions, boroughs, and townships of the colony.

PART I.

Medical Inspectors and Hospital.

5. It shall be lawful for the Governor to appoint some duly qualified medical practitioner or practitioners to be medical inspector or inspectors of contagious diseases for the boroughs of Pietermaritzburg and Durban, and for such other place or places as in the third section of this law mentioned.

6. The Governor may from time to time provide any buildings, or parts of buildings, or set apart any ward or wards of any hospital as and for hospitals for the purposes of Part I. of this law, and every such hospital shall be placed under the control or management of such person or persons as to the Governor may from time to time seem fit.

7. The medical inspector or inspectors aforesaid shall make regulations for the management and government of each such hospital, and the conduct of the inmates; and may, from time to time, alter any such regulations, but all such regulations and alterations thereof shall be subject to the approval of the Governor in Council.

8. A printed copy of regulations purporting to be regulations of any hospital as aforesaid, or a written copy thereof, provided such written copy be signed by the medical inspector aforesaid, shall be evidence of the regulations of such hospital and of the due making and approval thereof.

Medical Examinations.

9. Where an information or statement in writing on oath is laid before the magistrate for any division, borough, or township, in which Part I. of this law shall be in force, to the effect that the party making such information or statement has good cause to believe (and giving his reasons for such belief), that a female therein named is a common prostitute, and either is resident within any division, borough, or township in which Part I. of this law shall be in force, or being resident outside such division, borough, or township as aforesaid, has, within fourteen days of the making of such information or statement, been within the said division, borough, or township as aforesaid for the purposes of prostitution, the said magistrate may, if he thinks fit, issue a notice thereof, addressed to such female, fixing a time and place for her attendance to answer to what is contained in such information or statement, which notice he shall cause to be served upon her.

10. If the female on whom such a notice as aforesaid is served neglect or refuse to appear herself, or by some person on her behalf, at the time and place appointed in the notice, or at some other time and place appointed by adjournment, and it is shown on oath to the said magistrate that the notice aforesaid was served upon her a reasonable time before the time appointed for her appearance, or that reasonable notice of such adjournment was given to her, as the case may be, she may be arrested by warrant of the said magistrate in order that she may be brought before him to answer as aforesaid.

11. At the time and place mentioned in the said notice, or at some other time and place appointed by adjournment, in case the female shall appear herself,

self, or by someone on her behalf, or as soon as conveniently may be, in case she shall have been arrested upon warrant as aforesaid, the said magistrate shall investigate the truth of the said information or statement, and on oath being made before him, substantiating to his satisfaction what is contained in the said information or statement, he may, if he think fit, order that the said female be subjected to a periodical medical examination by any medical inspector or inspectors appointed under the fifth section hereof, for the purpose of ascertaining at the time of each such examination whether she is affected with a contagious disease, and thereupon she shall be subjected to such periodical medical examination, and shall be bound to undergo the same, and the said order shall be a sufficient warrant for such medical inspector or inspectors as aforesaid to conduct such examination accordingly.

12. The order aforesaid shall specify the time and place at which the female aforesaid shall attend for the first examination, and a copy thereof shall be served on the female.

13. Any female in any division, borough, or township, in which Part I. of this law shall be in force, may voluntarily, by a submission in writing, signed by her in the presence of the magistrate, or any medical inspector of the division, borough, or township aforesaid, and attested by such magistrate or medical inspector, subject herself to a periodical medical examination as hereby provided, and the said female shall thereupon become subject to the provisions of Part I. of this law in the same manner as if an order for such examination had been duly made by a magistrate as aforesaid.

14. The magistrate or medical inspector in whose presence the said submission shall be signed shall endorse upon the said submission the time and place at which the female shall attend for the first examination, and a copy of such endorsement shall be served on the female.

15. The medical inspector or inspectors aforesaid, having regard to the circumstances of each case, shall at the first examination of each female examined by him or them, and afterwards from time to time as occasion shall require, prescribe the times and places at which she is required to attend again for examination, and he or they shall from time to time give or cause to be given to each such female notice of the times and places aforesaid.

16. If any female subjected to periodical medical examination, whether by order of the magistrate or upon voluntary submission as aforesaid, at any time temporarily absent herself in order to avoid submitting herself to such examination on any occasion to which she ought so to submit herself, or refuse or wilfully neglect to submit herself to such examination on any such occasion, then and in every such case such female shall be guilty of an offence against Part I. of this law, and on conviction before the magistrate of the division, borough, or township, within which such examination should have taken place, or before the magistrate of the division, borough, or township wherein she may be found, be liable to imprisonment, with or without hard labour, and with or without spare diet, in the case of the first offence, for any term not exceeding one month, and in case of a second or any subsequent offence for any term not exceeding three months, with or without hard labour and with or without spare diet.

17. If any such female is convicted of and imprisoned for the offence of absenting herself, or refusing or neglecting to submit herself to examination as aforesaid, the order subjecting her to periodical medical examination shall be in force after and notwithstanding her imprisonment.

Detention in Hospital.

18. If upon any medical examination as aforesaid, the female examined be found to be affected with a contagious disease, she shall thereupon be liable to be detained in a hospital, subject and according to the provisions of Part I. of this law, and the medical inspector or inspectors by whom such examination shall have been made, shall sign a certificate to the effect that she is affected with a contagious disease, naming the hospital in which she is to be placed, and he or they shall cause a duplicate of such certificate to be delivered to the female.

NATAL.

19. Any female to whom any such certificate as in the preceding section mentioned relates, may, if she think fit, proceed to the hospital named in that certificate, and place herself there for medical treatment; but if after the said duplicate certificate is delivered to her she neglect or refuse forthwith to do so, she may be apprehended by any police constable, and conveyed to that hospital and placed there for medical treatment, and the certificate of the medical inspector or inspectors, as aforesaid, shall be a sufficient warrant or authority to him for so doing.

20. If any female found to be affected with a contagious disease as in the 18th section mentioned shall not willingly submit to proceed to hospital as aforesaid, she shall be at liberty before apprehension to appeal to, and after apprehension to claim to be taken before, the magistrate of the division wherein she may reside or practise prostitution, who shall inquire into the matter and hear the objection of such female, and take the evidence on oath of the medical inspector, or inspectors, and of any other medical practitioners who may have examined the female, and on determination of the matter, either cancel the order of detention or declare that the same shall have full force and effect.

21. Where a female certified by any medical inspector or inspectors to be affected with a contagious disease places herself, or is placed, as aforesaid in a hospital for medical treatment, she shall be detained there for that purpose until discharged by the medical inspector or inspectors of the division, borough, or township within which the hospital shall be, by writing under his or their hand.

22. The magistrate of any division wherein any hospital may be, if in any case it appears to him expedient, may, by order signed by him, direct the transfer of any female detained in such hospital for medical treatment from that hospital to another named in the order of transfer.

23. No female shall be detained under any one certificate for a longer period than six months.

24. If any female detained in any hospital consider herself entitled to be discharged therefrom, and such discharge be refused, such female shall, on her request, be conveyed before the magistrate of the division, borough, or township within which the hospital may be, who, if he be satisfied upon reasonable evidence that she is free from contagious disease, shall discharge her from such hospital.

25. Every female conveyed or transferred under this law to any hospital shall, while being so conveyed or transferred, and also while detained there, be deemed to be legally in the custody of the person conveying, or transferring, or detaining her, notwithstanding that she may be for that purpose removed out of one jurisdiction into another.

26. If any female who shall have been admitted into, or shall be detained in any hospital under Part I. of this law shall make, or attempt to make, her escape therefrom without being duly discharged, or if any such female shall refuse or neglect to conform to the regulations of such hospital during the period for which she shall be lawfully detained therein, she shall be liable, upon conviction before the magistrate of the division, borough, or township within which the hospital may be, to imprisonment, with or without hard labour, and with or without spare diet, for any period not exceeding one month, and the execution of such sentence of imprisonment may, at the said magistrate's discretion, be suspended until such female shall be lawfully discharged from the said hospital.

27. Every female shall, on her discharge from the hospital, be sent to the place of her residence, if within Natal, if she so desires, without expense to herself.

28. If on any female leaving any hospital a notice in writing is given to her by the medical inspector or inspectors, to the effect that she is still affected with a contagious disease, and she is afterwards in any division, borough, or township in which Part I. of this law shall be in force for the purpose of prostitution while still so affected, she shall be guilty of an offence under Part I. of this law, and on conviction before the magistrate of the division, borough, or township within which she may reside or practise prostitution, shall be liable for each offence to imprisonment, with or without hard labour, and with or without spare diet, for any period not exceeding one month.

Relief from Examination.

29. If any female, subject to periodical medical examination under this law (either on her own submission or under the order of a magistrate), and not being under detention in a hospital as hereinbefore provided, shall desire to be relieved from such examination, she may apply in writing in that behalf to the magistrate of the division wherein she may be then residing, or to the magistrate of the division wherein she was practising prostitution at the time when she was subjected to such examination as aforesaid; and such magistrate shall appoint a time and place for the hearing of such application, and shall cause to be served on such female a notice of such appointment.

30. If on the hearing of the application in the last section mentioned it be shown to the satisfaction of the magistrate that the applicant has ceased to be a common prostitute, or if the applicant, with the approval of the said magistrate, shall enter into a recognisance with or without sureties as to the said magistrate shall seem meet for her good behaviour during three calendar months thereafter, such magistrate may order that she be relieved from subjection to periodical examination as aforesaid.

31. Every such recognisance shall be deemed to be forfeited if at any time during the term for which it shall be entered into, the female to whom it relates shall be within the limits of any division, borough, or township within which Part I. of this law shall be in force, in any public thoroughfare, street, or place for the purpose of prostitution, or otherwise within such limits shall conduct herself as a common prostitute.

32. If upon any such recognisance as aforesaid becoming forfeited as aforesaid, or upon the expiration of the term thereof, the female to whom it relates shall, within the limits in the last preceding section mentioned, be in any public thoroughfare, street, or place, for the purpose of prostitution, or shall otherwise within such limits conduct herself as a common prostitute, she shall be liable to be dealt with under Part I. of this law as if she had not been relieved from examination as aforesaid, and any order relieving her from such examination shall be deemed to be cancelled.

Penalties for Harbouring.

33. If any person being the owner or occupier of any house, room, or place within the limits of any division, borough, or township within which Part I. of this law shall be in force, or being in charge thereof, or a manager or assistant in the management or charge thereof, having reasonable cause to believe any female to be a common prostitute, and to be affected with a contagious disease, shall induce or suffer her to resort to, or be in, that house, room, or place for the purpose of prostitution, he or she shall be guilty of an offence against Part I. of this law, and shall be liable, on conviction before the magistrate of the division, borough, or township, to be imprisoned, with or without hard labour, for any period not exceeding three months, or to pay a fine not exceeding 20*l.*, and in default of payment to be imprisoned, with or without hard labour, for a period not exceeding three months, unless such fine be sooner paid: provided always, that a conviction under this section shall not exempt the offender from any penal or other consequences to which he or she may be liable for keeping, or being concerned in keeping, a disorderly house, or a brothel, or for the nuisance thereby occasioned.

Procedure, &c.

34. Every magistrate, in entertaining any case or making any investigation under Part I. of this law, shall be at liberty, unless the female otherwise desires, to order that no person have access to, or be, or remain in the room or place in which he may sit for the purpose of such case or investigation without his consent or permission, but nothing herein contained shall be taken or construed to have the effect of limiting any other power which such magistrate may have of ordering such room or place to be cleared, or of directing that any person or persons be removed from such room or place.

Miscellaneous.

35. Every medical inspector shall keep a record of the case of every female examined by him under the provisions of Part I. of this law, and such record shall at all times be open to the inspection of the magistrate, or of any other person who may be authorised thereto by the governor.

36. If it shall appear to the magistrate, before whom any female shall appear personally, or by some person on her behalf, to answer what is contained in any information or statement laid before the said magistrate under Part I. of this law, that the person making such information or statement did so without reasonable or probable cause, the said magistrate shall have the power to impose on such person a penalty not exceeding 20*l.*; and in default of payment to order him or her to be imprisoned, with or without hard labour, for a period not exceeding three months, unless such penalty be sooner paid.

37. Nothing in the last section contained shall have the effect of relieving the person making such information or statement from any of the pains or penalties to which the law would otherwise subject him for anything done or committed in and about the making of such information or statement, or of depriving any female of any right of action which she may otherwise have by reason of the making of such information or statement.

PART. II.

Provisions relating to Affected Persons other than those referred to in Part I.

38. If any medical inspector under Part I. of this law shall have good ground to believe that any person, whether male or female, within the division, borough, or township for which he may be medical inspector, is affected by contagious disease to such an extent as to render the spread of such disease probable, or if the district surgeon of any district wherein Part I. of this law shall not be in force, shall have good ground to believe that any person within his district is so affected as aforesaid, it shall be the duty of such medical inspector or district surgeon, in case such person is not under medical treatment by some duly qualified medical practitioner, to report that fact to the magistrate, who shall thereupon make inquiry into the circumstances, and if upon such inquiry such magistrate shall deem fit so to do, it shall and may be lawful for him to authorise the said medical inspector or district surgeon to require the person so affected to place himself or herself under medical treatment by the said medical inspector or district surgeon, or some other duly qualified medical practitioner to be selected by such affected person, and to attend for that purpose at the time and place from time to time fixed by the said medical inspector or district surgeon or duly qualified practitioner until released from such attendance by the said medical inspector or district surgeon or duly qualified practitioner.

39. If any medical practitioner appointed to attend upon Indian immigrants or appointed as the medical officer of any Indian circle, shall have good ground to believe that any Indian immigrant (whether male or female) is affected by contagious disease to such an extent as to render the spread of such disease probable, it shall be the duty of such medical practitioner or officer in case such person is not under medical treatment by some duly qualified medical practitioner, to report that fact to the magistrate, who shall thereupon make inquiry into the circumstances, and if upon such inquiry such magistrate shall deem fit so to do, it shall and may be lawful for him to authorise the said medical practitioner or officer to require the person so affected to place himself or herself under medical treatment by the said medical practitioner or officer, or some other duly qualified medical practitioner to be selected by such affected person, and to attend for that purpose at the time and place from time to time fixed by the said medical practitioner or officer until released from such attendance by the said medical practitioner or officer.

40. If, upon any such medical examination as is provided for in the foregoing section, the Indian immigrant is found to be affected with a contagious disease, he or she shall thereupon be liable to be detained in any central or other Indian hospital, and the medical practitioner or officer by whom such examination shall

have

have been made, shall sign a certificate to the effect that such Indian immigrant is affected with a contagious disease, naming the central or other Indian hospital in which such Indian immigrant is to be placed, and shall cause a duplicate of such certificate to be delivered to such Indian immigrant.

41. All expenses connected with the carrying out of the provisions of Part II. of this law among indentured Indian immigrants shall be defrayed out of and are hereby made a charge upon the fund formed by the contributions of employers of Indian immigrants in terms of Section 2 of Law No. 14, 1875, and commonly known as the Medical Fund.

42. The enquiry in the 38th, 39th, and 40th Sections mentioned shall be held by the said magistrate privately, and the result of any such inquiry and the contents of any report, certificate, or notice made or given by any medical inspector, district surgeon, medical practitioner, or officer, shall not be communicated or published by any person unless with the consent of such affected person to any person, save and except the said magistrate, medical inspector, district surgeon, medical practitioner, or officer, or affected person, or parents or guardian of such affected person: Provided that notwithstanding anything herein contained the result of such inquiry, and the contents of any report, certificate, or notice, as aforesaid, may be disclosed and proved for the purposes of any legal proceeding in any court having jurisdiction.

43. If any person shall contravene the provisions of the last preceding section by disclosing or publishing, without such consent, as therein mentioned, to any person other than those in the last preceding section mentioned, the result of any inquiry or the contents of any report, certificate, or notice, as aforesaid, he shall be liable upon conviction before the magistrate of the district, to a fine not exceeding 20*l.*, and in default of payment to imprisonment with or without hard labour for any period not exceeding fourteen days unless such fine be sooner paid.

44. If any person duly required by any medical inspector, district surgeon, medical practitioner, or officer, as in the 38th and 39th Sections mentioned, to place himself or herself under medical treatment, shall neglect or refuse to attend for that purpose at any time or place fixed by the said medical inspector, or district surgeon, medical practitioner, or officer, such person shall be liable to a penalty not exceeding 5*l.*, and in default of payment to imprisonment, with or without hard labour, for any period not exceeding one month, unless such fine be sooner paid.

PART III.

Forms, Notices, and General Provisions.

45. Every notice, order, or other instrument by this law required to be served on any person, shall be served by delivery thereof to such person, for him or her, at his or her last known place of abode, or by delivery thereof to him or her personally.

46. The forms of certificates, orders, or other instruments given in the first schedule to this law, or forms to the like effect, with such variations and additions as circumstances require, may be used for the purposes therein indicated, and, according to the directions therein contained and instruments in these forms, shall (as regards the form thereof) be valid and sufficient.

47. In any proceeding under this law, any notice, order, certificate, copy of regulations, or other instrument purporting to be signed by a magistrate or inspector or district surgeon, shall on production be received in evidence, and shall be deemed to have been duly signed by the person, and in the character by whom and in which it purports to be signed, until the contrary is shown.

48. All expenses incurred in the carrying out of the provisions of this law, except as is herein otherwise provided as to indentured Indian immigrants, shall be a charge against the general revenue of the colony, and shall be defrayed out of funds voted by the Legislative Council for the purpose.

NATAL.

49. Any action against any person for anything done in pursuance, or execution, or intended execution of this law, shall be commenced within three months after the thing done, and not otherwise. Notice in writing of every such action, and of the cause thereof, shall be given to the intended defendant one month at least before the commencement of the action.

50. This law shall not have the effect of legalising prostitution, or of exempting any person engaged in or practising the same from such pains and penalties as may by the existing laws of the colony attach thereto.

SCHEDULES.

FORMS.

A.

Notice for Attendance of Female.

To A. B., of

Take notice that an information or statement upon oath, a copy whereof is annexed hereto, has been laid before me, and that in accordance with the provisions of the Contagious Diseases Law, 1890, the truth thereof will be inquired into before me, at _____ on the _____ day of _____, at _____ o'clock, in the _____ noon,

You are, therefore, to appear yourself, or by some person on your behalf, before me at that time and place, to answer to what is contained in the said information or statement.

If you do not so appear you are liable to be arrested and brought before me in custody.

If you prefer it you may by a submission in writing, signed by you in the presence of a magistrate or of a medical inspector, and attested by him, subject yourself to a periodical examination by a medical inspector or inspectors appointed under the said law. If you do so before the time appointed above for your appearance, and give notice thereof at my office at _____, it will not be necessary for you to appear before me.

Dated this _____ day of _____

Magistrate.

B.

Order subjecting Female to Examination.

In pursuance of the Contagious Diseases Law, 1890, I, Magistrate, do order that _____ of _____, be subject to a periodical medical examination by the medical inspector or inspectors appointed under that law, for the purpose of ascertaining at such examination whether she is affected with a contagious disease within the meaning of the said law, and that she attend for the first examination at _____ on the _____ day of _____ at _____ o'clock in the _____ noon.

(signed) _____

Magistrate.

C.

Voluntary Submission to Examination.

THE CONTAGIOUS DISEASES LAW, 1890.

I, A. B., of _____, in pursuance of the above-mentioned law, by this submission voluntarily subject myself to a periodical medical examination by the medical inspector or inspectors for _____

Dated this _____ day of _____, 18 _____

Attested,

X. Y.

(signed) _____

(Magistrate or Medical Inspector.)

D.

NATAL.

Notice by the Medical Inspector to Female, of Times, &c., of Examination.

To A. B., of

Take notice that in pursuance of the Contagious Diseases Law, 1890, you are required to attend for medical examination as follows :—

[Here state times and places of examination.]

Dated this day of , 18 .

(signed) *E. F.*,
Medical Inspector.

E.

Certificate of Medical Inspector.

In pursuance of the Contagious Diseases Law, 1890, I hereby certify that I have this day examined A. B., of , and that she is affected with a contagious disease within the meaning of Part I. of that law, and that the hospital in which she is to be placed is the hospital.

Dated this day of , 18 .

(signed) *E. F.*,
Medical Inspector.

F.

Order by the Resident Magistrate for Transfer.

By virtue of the power in this behalf vested in me by the Contagious Diseases Law, 1890, I hereby order that A. B., of , now detained under Part I. of that law, in this hospital of for medical treatment, be transferred thence to the hospital of .

Dated this day of 18 .

(signed) *M. M.*,
Magistrate.

G.

Notice to Female leaving the Hospital who may still be affected.

THE CONTAGIOUS DISEASES LAW, 1890.

To A. B.

As you are now leaving this hospital, I hereby, in pursuance of the above-mentioned law, give you notice that you are still affected with a contagious disease.

Dated this day of

(signed) *G. H.*,
Medical Inspector.

Note.—The above-mentioned law provides as follows :—

“ If on any female leaving any hospital a notice in writing is given to her by the medical inspector or inspectors, to the effect that she is still affected with a contagious disease, and she is afterwards in any division, borough, or township in which Part I. of this law shall be in force for the purpose of prostitution while still so affected, she shall be guilty of an offence under this law, and on conviction before the magistrate of the division, borough, or township within which she may reside or practise prostitution, shall be liable for each offence to imprisonment, with or without hard labour, and with or without spare diet, for any period not exceeding one month.”

NATAL.

H.

Application to be relieved from Examination.

To L. M., Esq., Magistrate.

I, A. B., of _____, being in pursuance of the Contagious Diseases Law, 1890, subject to a periodical medical examination on my own submission (or under the order of L. M., Esq., Magistrate, as the case may be) dated the _____ day of _____, do hereby apply to be relieved therefrom.

Dated this _____ day of _____, 18 ____.

(signed) A. B.

I.

Report to Magistrate by Medical Inspector, District Surgeon, Medical Practitioner, or Officer under Sections 38 and 39 of the Contagious Diseases Law, 1890.

To L. M., Esq., Magistrate of _____

I, A. B., [Medical Inspector or District Surgeon of _____, or Medical Officer of _____, as the case may be], do hereby report that C. D., of _____, is affected by contagious disease under such circumstances as to cause the spread of such disease probable, and that [he or she] is not under medical treatment by any duly qualified medical practitioner. I beg to request that you will have due inquiry made accordingly, and, if you should so think fit, that thereupon authority be given to me to require the said C. D. to place [himself or herself] under medical treatment by some duly qualified person.

Dated this _____ day of _____, 18 ____.

(signed) A. B.

J.

Notice by Medical Inspector, District Surgeon, Medical Practitioner, or Officer, to affected person, requiring such person to place himself or herself under medical treatment under Sections 38 and 39 of the Contagious Diseases Law, 1890.

To C. D., of _____

Being duly authorised by the Magistrate of _____, I hereby require you to place yourself under medical treatment by me or by some duly qualified Medical Practitioner, to be selected by you. You are required to attend for such treatment at _____, on _____.

Dated this _____ day of _____, 18 ____.

(signed) X. Y.

I certify that this Bill passed the Legislative Council of Natal this First day of July 1890. } (signed) Jno. W. Akerman,
Speaker.

(signed) F. W. A. Watson,
Clerk of the Council.

HONG KONG.

HONG KONG.

— No. 3. —

Acting Governor *Fleming* to Lord *Knutsford*.

(Received 1 September 1890.)

(Answered by No. 5).

Government House, Hong Kong,
30th July 1890.

My Lord,

I HAVE the honour to transmit for the signification of Her Majesty's pleasure Ordinance No. 11 of this year, lately passed by the Legislative Council, entitled "The Women and Girls' Protection Ordinance, 1890," together with the Report of Attorney General thereon.*

2. I also enclose a copy of the Rules and Regulations* which were drawn up under it by Mr. Goodman, which I have laid before the Executive Council, and which will have to be formally approved of and gazetted when the Ordinance comes into force.

3. Mr. Goodman has pointed out in his report the principal features of the Ordinance, and where changes or modifications have been made on the draft enclosed in your Lordship's despatch No. 1 of the 3rd of January last.†

I do not think that the essential provisions as proposed by your Lordship have been modified to any extent, but, in order that the Ordinance as passed should meet with your Lordship's approval before coming into operation, a clause has been added providing that it shall not be brought into force until Her Majesty's pleasure be made known.

4. The clauses of the Ordinance which gave rise to most discussion were Clauses 5 and 6.

It was argued that the age of 16, as inserted in Clause 5, was too old, and that a Chinese girl arrives at maturity at a much earlier period than does a European, and Dr. Hokai, who represents the Chinese community in the Legislative Council, pointed out the difference between the English and Chinese methods of computing age, and suggested that difficulties might arise on this account. He stated, as is no doubt the fact, that instead of reckoning according to our system from birthday to birthday, the Chinese reckon from year to year; thus a child born on the last day of the Chinese year would on the first day of the following year be two years old.

I am fully aware that Chinese girls, as I may say is the case with all Asiatic women, attain maturity at a much earlier age than those born in European countries, but in presence of the instructions conveyed in paragraph 5 of your Lordship's despatch above referred to, I had no alternative but to insist that the age of 16 should be inserted in the Ordinance.

As regards the difference between the English and Chinese methods of computing age, I entertained no doubt that the age mentioned in the Ordinance meant the age according to our calculation, and I did not consider it necessary to insert any explanation to this effect.

5. Then as regards Clause 6, as it originally stood, Dr. Hokai desired to know whether it was intended that the word marriage referred to marriage as recognised by English or Chinese law? He mentioned that the Chinese were a polygamous race, the first wife being married under a particular custom, the second, third, and fourth wives, commonly known as concubines, under a totally different custom, and he desired to know how far the Ordinance would recognise such marriages, and whether it would include the second, third, and fourth wives? and he proposed as an amendment the following: "Provided that nothing contained in the clause shall affect the marriage custom and domestic relationship among the Chinese in this colony."

This I thought going too far, but bearing in mind what your Lordship stated in the 6th paragraph of your despatch, viz., "that there is no intention to interfere with the Chinese custom as regards the marriage of young girls," I

Enclosure 1.
23rd July 1890.
Enclosure 2.
8th July 1890.

• Not printed.

Enclosure 3.

† No. 25 in [H.C.
242] June 1890.

HONG KONG.

suggested to the Attorney General the insertion of the first proviso contained in Section 6 of the Ordinance.

To have gone to the extent that Dr. Hokai suggested would have been to admit the validity of polygamous marriages, and even to have sanctioned any custom existing in this colony in regard to marriage, although such might not be in accordance with the Chinese law on the subject. A considerable difference exists, I believe, under the Chinese law between the wife taken according to the prescribed formalities and the women subsequently taken or purchased as concubines without them, and I did not consider it the duty of a Colonial Legislature to declare what, under Chinese law, should or should not constitute marriage.

On the other hand, we could not have provided that marriage under this section of the Ordinance meant marriage celebrated according to English rites, inasmuch as the marriage Ordinance of this colony, No. 14 of 1875, only applies to marriages where one or both parties profess the Christian religion.

6. The other changes, of less importance, which were made while the Ordinance was under consideration, have been fully explained by the Attorney General in his report.

7. I trust that your Lordship will not consider any of these to be objectionable. I venture to add that measures of this description are more liable to create differences of opinion and to arouse a certain amount of bad feeling among the community than almost any other, and I therefore hope that your Lordship will not see any necessity for requiring further amendments to the law under consideration.

As it was, all the unofficial members supported Dr. Hokai in the amendment he proposed, and I have been requested by the latter to inform your Lordship that the leading Chinese merchants and residents of the colony have had a meeting and have unanimously resolved to send a memorial in regard to the Ordinance as passed.

I have, &c.
(signed) *F. Fleming.*

Enclosure in No. 3.

(No. 11 of 1890.)

Title.

An Ordinance enacted by the Governor of Hong Kong, with the advice and consent of the Legislative Council thereof, to amend and consolidate the law relating to the protection of Women and Girls.



(signed) *F. Fleming,*

Officer Administering the Government

23rd July 1890.

Preamble.

Whereas it is expedient to amend and consolidate the law relating to the protection of women and girls: Be it enacted by the Governor of Hong Kong, with the advice and consent of the Legislative Council thereof:—

PRELIMINARY.

Short Title.

1. This Ordinance may be cited as "The Women and Girls' Protection Ordinance, 1890."

Interpretation.

2. In this Ordinance the following words and expressions shall have or shall include the meanings respectively set against them, unless such meanings be repugnant to or inconsistent with the context.

Brothel means a house, room, junk, boat, or other place occupied, frequented or used by any two or more women for the purpose of prostitution.

Inmate

Inmate of a brothel means any woman or girl residing in a brothel, or being in a brothel at any time for the purpose of prostitution.

HONG KONG

Owner of a brothel means the person for the time being receiving the rent, or a consideration for the use of a brothel, whether on his own account or as agent or trustee for any other person, or who would receive the same if such place were let to a tenant.

Keeper of a brothel means the person who has the charge or management of the brothel, and in the absence of proof to the contrary, a person who appears to be in charge of a brothel, or to have authority therein, shall be deemed to be the keeper thereof.

3. The Ordinances mentioned in the first column of Schedule A are hereby repealed, but such repeal shall not revive any Ordinance repealed by Ordinance 19 of 1889, nor shall it affect the validity of anything done or suffered before the commencement of this Ordinance, nor shall it apply to or in respect of any offence, act, or thing committed, or done or omitted before the commencement of this Ordinance, and every such offence, act or thing shall, after and notwithstanding the commencement of this Ordinance, have the same consequence and effect in all respects as if this Ordinance had not been passed.

PART I.

Offences.

4. Any person who

- (1.) Takes part in bringing into or taking away from the colony any woman or girl for the purpose of prostitution, either by force, intimidation, or fraud, or with intent to sell, pledge, or let out for hire any such woman or girl, for the purpose of prostitution. Abduction of any woman or girl with intent, &c. (Ord. No. 19 of 1889, s. 4.)
- (2.) Sells, pledges, or lets out to hire, or purchases or takes part in such sale, disposal, or purchase of any woman or girl for the purpose aforesaid; or Selling, pledging, purchasing, &c. (Ibid.)
- (3.) Knowingly derives any profit from the sale, disposal, or purchase of any woman or girl so sold, pledged, let out to hire, or purchased as aforesaid, shall be guilty of a misdemeanour, and on conviction thereof shall be liable to the punishment hereinafter provided. Participating in profits of sale, &c. (Ibid.)

5. Any person who procures or attempts to procure any unmarried girl under sixteen years of age to have, either within or without the colony, unlawful carnal connection with any other person, shall be guilty of a misdemeanour, and on conviction thereof shall be liable to the punishment hereinafter provided. Procuration of girls under 16. (Ibid., s. 5 and see 48 & 49 Vict. c. 69, s. 2.)

6. Any person who carnally knows or attempts to have carnal knowledge of any unmarried girl being of or above the age of twelve years and under the age of sixteen, shall be guilty of a misdemeanour, and on conviction thereof, shall be liable to the punishment hereinafter mentioned. Provided that where both parties are Asiatics, a girl shall not be deemed unmarried within the meaning of this Ordinance if she is duly married according to the laws and customs of the native country of the girl. Provided also it shall be a sufficient defence to any charge under this section, if it shall be made to appear to the Court or jury before whom the charge shall be brought that the person so charged had reasonable cause to believe that the girl was of or above the age of sixteen years. Provided also that no prosecution shall be commenced for an offence under this section more than three months after the commission of the offence. Defilement of girl between 12 and 16 years of age. (Comp. 48 & 49 Vict. c. 69, s. 5, and Ord. No. 4 of 1865, s. 45.)

7. Any person who brings, leads, takes, decoys, or entices into the colony for the purpose of prostitution, any woman or girl, knowing that such woman or girl has been sold, pledged, let out to hire, or purchased, shall be guilty of a misdemeanour, and on conviction thereof, shall be liable to the punishments hereinafter provided. Bringing women or girls into the colony knowing them to have been sold. (Ord. No. 19 of 1889, s. 6.)

8. Any person who

- (1.) By force, intimidation, or fraud, or by detention, or threatened detention of property or wearing apparel, or by threatening legal proceedings if such property or wearing apparel be taken away, Detaining women or girls for prostitution. (Ibid., ss. 7 & 10.)

HONG KONG.

imprisons, or detains, or attempts to detain any woman or girl against her will, either in a brothel, or in any place, with the intent that she may practise prostitution or for any immoral purpose, or for the purpose of emigration.

- (2.) By threats, intimidation, false pretence, false representations, or other fraudulent means, procures, or attempts to procure any woman or girl to have any illicit carnal connection either within or without the colony, shall be guilty of a misdemeanour, and on conviction thereof shall be liable to the punishments hereinafter provided.

Receiving or harbouring with intent, &c. (*Ibid*, s. 8.)

9. Any person who knowingly receives or harbours any woman or girl brought into or about to be taken away from the colony, either by force, intimidation, or fraud, or who receives or harbours any woman or girl with intent that such woman or girl should be sold, pledged, let out to hire, or purchased for the purpose of prostitution, either within or without the colony, shall be guilty of a misdemeanour, and on conviction thereof, shall be liable to the punishment hereinafter provided.

Receiving or harbouring procured girls under 16 with intent, or women or girls, knowing them to have been sold for prostitution. (*Ibid*, s. 9.)

10. Any person who receives or harbours any girl under the age of sixteen years knowing that such girl has been procured for the purpose of having illicit carnal connection with any other person, and with intent to aid such purpose, or who receives or harbours any woman or girl knowing that such woman or girl has been sold, pledged, or let out to hire, or purchased, either within or without the colony, for the purpose of prostitution, and with intent to aid such purpose, shall be guilty of a misdemeanour, and on conviction thereof, shall be liable to the punishments hereinafter provided.

Decoying women or girls into or away from the colony. (*Ibid*, s. 11.)

11. Any person who by force, intimidation, or any fraudulent means, brings, leads, takes, decoys, or entices any woman or girl into or away from the colony, for the purpose of emigration, shall be guilty of a misdemeanour, and on conviction thereof, shall be liable to the punishment hereinafter provided.

Punishment for offences. (*Ibid*, s. 12.)

12. Every person convicted of any offence against the provisions of any of Sections 4 to 11 of this Ordinance, shall be liable to be imprisoned for any term not exceeding two years, with or without hard labour. Provided always that if the case is determined by a single magistrate instead of being in his discretion sent for trial, he shall not impose a heavier sentence than one year's imprisonment, with or without hard labour, and that where there appears a necessity for a heavier sentence, the case shall be determined by two magistrates, or committed for trial at the Supreme Court.

Punishment of whipping on second and subsequent convictions. (*Ibid*, s. 13.)

13. Whenever any person shall be convicted, either summarily or before the Supreme Court, of any offence against the provisions of Sections 4 to 11 of this Ordinance, if it shall be proved that the offender has been previously convicted, either summarily or before the Supreme Court, of an offence under the same, or any other of the said sections of this Ordinance, or under the corresponding provisions of any Ordinance hereby repealed, it shall be lawful for the magistrate or court, in its discretion, to direct that, in addition to the punishment hereinbefore prescribed, the offender, if a male, be once privately whipped, subject to the provisions contained in Sections 3 and 4 of Ordinance No. 16 of 1887, and all the provisions of Section xciv. of Ordinance No. 7 of 1865, relating to the form of information for a subsequent offence and proceedings thereon, shall apply to offences punishable under this Ordinance.

PART II.

Powers of Registrar General.

Powers of Registrar General. (See *Ibid*, s. 14.)

14. Whenever the Registrar General shall have reason to believe

(1.) That any woman or girl has been brought into the colony either after having been purchased, or by fraud, misrepresentation, or any false pretence,—

- (a) for immoral purposes, or
(b.) for purposes of emigration,

(2.) That

(2.) That any woman or girl has been purchased in the colony with a view of being trained or disposed of as a prostitute, or is being detained against her will

- (a.) for immoral purposes, or
- (b.) for purposes of emigration.

(3.) That in any case within Sub-section 1 or 2, any woman or girl from fear, ignorance, or any other cause, is unwilling or unable to disclose the true circumstances of the case.

Inquiry and order for photograph and security.

He may inquire into the case, and may require any person in whose custody or under whose control she appears to be, to furnish a photograph of such woman or girl, and security in a reasonable amount to the satisfaction of the Registrar General that such woman or girl shall not leave the colony without the previous consent in writing of the Registrar General, and shall not be trained or disposed of as a prostitute or for immoral purposes, and that she shall be produced before the Registrar General whenever he requires it.

15. In default of such photograph and security being furnished, the Registrar General may, by warrant under his hand and seal, order that such woman or girl be removed to a place of safety, where she shall remain until she can be returned to the place whence she was brought, or otherwise proper provision can be made for the protection of her interests and liberty.

Removal of women or girls to place of safety in default of photograph and security.

The security to be furnished under this section shall be a personal bond, with one or more sureties, in the form specified in the Schedule B appended hereto, or in such other form as is for the time being prescribed by the Governor in Council.

16. (1.) The Registrar General if, after due inquiry, he is satisfied that any girl is being used for immoral purposes, or is being trained for such purposes, and that such girl is under the age of 16 years, may, by warrant under his hand and seal, order such girl to be removed to a place of safety, where she shall remain until further order, or until she attains the age of 19 years, or marries, or is adopted, whichever first happens.

Order for removal to place of safety after inquiry where satisfied that girl under 16 is being used for immoral purposes.

(2.) A girl found living in, or frequenting, a brothel, shall be deemed to be a girl who is being trained for immoral purposes.

17. It shall be lawful for the Governor in Council, out of moneys to be provided by the Legislative Council for that purpose, to provide a suitable building or buildings for the purposes of temporarily housing and maintaining women and girls detained under the provisions of this part of the Ordinance, and as the asylum for them during such detention.

Place of safety. (Ord. No. 19 of 1889, s. 24.)

18. (1.) Every woman or girl residing in the asylum shall be subject to such rules and regulations as may be made by the Governor in Council, and every woman or girl who, contrary to such rules and regulations, leaves any place in which she is residing, may be arrested and taken back to such place by any police officer, or by any officer appointed under this Ordinance, and specially authorised by the Registrar General in writing in that behalf.

Rules for women and girls in asylum. (See Ibid, s. 25.)

(2.) Any person who induces or assists any woman or girl so detained as aforesaid to leave, contrary to such rules and regulations as aforesaid, the place in which she is residing, or knowingly harbours any such woman or girl, shall, upon conviction before a magistrate, be liable to a fine not exceeding 100 dollars, or to imprisonment, with or without hard labour, not exceeding three months.

19. In any suit or action which may hereafter be entered for the recovery of any sum due on any promise or agreement, which before the 13th April 1887 (being the date of Ordinance No. 9, of 1887), has been entered into before the Registrar General with respect to the custody, maintenance, or giving in marriage of any female child, it shall not be necessary for the plaintiff in such suit or action to allege or to prove that any consideration was given for the said promise or agreement, and it shall not be competent for the said defendant to allege in defence that the Registrar General had no authority or power to require such promise or agreement from him, or that no consideration was given for the same.

Recovery of sums due on promise or agreement already entered into. (Ibid, s. 26.)

HONG KONG.

Operation of
Part II.

20. This part of the Ordinance shall only continue in operation for a period of two years from the coming into operation of this Ordinance, or such further period or periods as may from time to time be determined by resolution of the Legislative Council.

PART III.

*Registration and Regulation of Brothels.*Registration of
brothels. (*Ibid.*,
s. 27.)

21. (1.) No brothel shall be kept, nor shall any place be used as a brothel, unless the same shall be registered under this Ordinance in the manner prescribed.

Responsibility of
keeper.

(2.) The keeper of a brothel shall be the person primarily responsible for registering such brothel, but if no such registration has been made by him, the owner of such brothel shall be also responsible for the registration, and in default of such registration, the owner (if he knowingly allows the place to be used as a brothel) and the keeper shall be liable on conviction by a magistrate to imprisonment, with or without hard labour, for a term not exceeding six months, or to a fine not exceeding 250 dollars, or to both. Provided that no prosecution shall be commenced against the owner without the fiat of the Attorney General.

When brothel to be
deemed a public
nuisance.

(3.) A brothel which is duly registered under this Ordinance shall not be deemed a public nuisance, unless the same be so conducted as to occasion an actual nuisance, but nothing herein contained shall deprive any person of any civil remedy which he would otherwise be entitled to in respect of any such brothels.

Limits within
which brothels may
be kept. (Ord. 19
of 1889, s. 2.)

(4.) The Governor may from time to time, by notification in the "Gazette," prescribe certain limits within which all brothels shall be unlawful, and no brothels shall be allowed to be registered within such limits.

For certain
purposes brothel
only to include
"Asiatic" brothels.

(5.) For the purposes of Sub-sections 1, 2, and 3 of this section, and of Section 33, the term brothel does not include a brothel which is used or occupied exclusively by women who are not Asiatic.

PART IV.

*General Provisions.*Power for Governor
to appoint officers.
(*Ibid.*, s. 55.)

22. The Governor may appoint such officers as may be necessary for carrying out the provisions of this Ordinance, and may make rules for the conduct of their duties.

Powers of Registrar
General, &c., to
search without
warrant ships,
houses, boats, &c.
(*Ibid.*, s. 46.)

23. (1.) The Registrar General or any officer appointed under this Ordinance and specially authorised for that purpose in writing by the Registrar General, shall have power without warrant to search any ship, boat, house, building or other place where he has reasonable cause to suspect that there is any woman or girl who is or may be liable to be dealt with under the provisions of Part II. of this Ordinance, and may remove any such woman or girl to the asylum, to be there detained until her case be inquired into.

Power of Registrar
General to enter
registered brothels.
(See *Ibid.*, s. 38.)

(2.) The Registrar General or any officer appointed under this Ordinance, and authorised for that purpose in writing by the Registrar General, shall have power to enter at all times into any registered brothel, and the Registrar General and any officer so authorised as aforesaid shall have power to enter at all times into and upon any house, building, junk, boat or other place reasonably suspected of being a brothel.

Power of Registrar
General to summon
persons whom he
thinks capable of
giving information
respecting women
or girls. (See *Ibid.*,
ss. 15 & 39.)

24. The Registrar General shall have full power by notice in writing under his hand to summon before him any person whom he may have reason to believe can give any information respecting any woman or girl mentioned in Part II. of this Ordinance, and respecting the treatment of such woman or girl, or respecting any inmate of a brothel, and any person who upon service of such notice shall not appear at the time and place therein mentioned, or who shall

shall fail to produce all documents in his custody, possession or power relating to such woman or girl, and to answer truthfully all questions which the Registrar General may put to him respecting such woman or girl, or in any way relating to the matter being inquired into, shall on conviction before a magistrate be liable to a penalty not exceeding 100 dollars, or in default thereof to imprisonment with or without hard labour for a period not exceeding three months.

25. It shall be the duty of the keeper of a registered brothel to produce before the Registrar General whenever required by him so to do, all or any of the inmates of such brothel, and any such keeper who without reasonable excuse (proof whereof shall lie on the accused) neglects or refuses to produce any inmate when so required by the Registrar General, shall be liable on conviction by a magistrate to imprisonment with or without hard labour for a term not exceeding six months, or to a fine not exceeding 200 dollars, or to both.

Production of inmates of brothels.

26. All summonses, notices or other documents required to be served under this Ordinance on behalf of the Registrar General, shall be deemed validly and sufficiently served if served on or left with the person intended to be served, or if he cannot be found, if left at his last known place of business or abode by any person authorised in that behalf by the Registrar General.

Summonses, notices, &c., what to be deemed good service. (*Ibid* s. 8.)

27. The place in which the Registrar General shall sit in discharge of his duties shall be such place as may, from time to time, be appointed for that purpose by the Governor.

Registrar General's Office. (*Ibid*, s. 59.)

28. Every warrant purporting to be issued in pursuance of this Ordinance, and to be under the hand and seal of the Registrar General, shall be received in evidence in every court of the colony without further proof, and shall be evidence of the facts therein stated, and all acts done in pursuance of such warrant shall be deemed to have been authorised by law.

Warrants, reception in evidence of.

29. A person charged with an offence against this Ordinance may, if he thinks fit, tender himself to be examined on his own behalf, and thereupon may give evidence in the same manner and with the like effect and consequence as any other witness.

Power for person charged under Ord. to tender evidence on his own behalf.

30. In any proceeding under this Ordinance, every notice, order, copy of regulations, or other instrument shall be presumed to have been duly signed by the person by whom and in the character in which it purports to be signed until the contrary is shown.

Presumption in respect of signatures to notices, &c. (*Ibid*, s. 62.)

31. Any suit, action, or prosecution against any person for anything done in pursuance or execution, or intended execution of this Ordinance, or of any Rules or Regulations made in pursuance thereof shall be commenced within three months after the thing done, and not otherwise.

Limitations of suits (*Ibid*, s. 63.)

Notice in writing of any suit or action, and of the cause thereof, shall be given to the intended defendant one month at least before the commencement of the suit or action.

In any such suit or action the defendant may plead generally or set up by way of special defence that the act complained of was done in pursuance or execution, or intended execution of this Ordinance, or of any such Rules or Regulations as aforesaid, and may give this Ordinance and such Rules or Regulations and the special matter in evidence at any trial to be had thereupon.

The plaintiff shall not recover if tender of sufficient amends is made before suit or action brought, or if after suit or action brought, a sufficient sum of money is paid into court by or on behalf of the defendant.

If a verdict passes, or decree is given for the defendant, or the plaintiff becomes non-suit, or discontinues the suit or action after issue joined, or if on demurrer or otherwise judgment is given against the plaintiff, the defendant shall recover his full costs, and shall have the like remedy for the same as any defendant has by law for costs in other cases.

Though a verdict or decree is given for the plaintiff, he shall not have costs against the defendant unless the judge before whom the trial is had certifies his approbation of the suit or action.

HONG KONG.

Application of Ord.
No. 4 of 1865, s. 66.
Power to make
rules and regulations.

32. The provisions of Section 66 of Ordinance No. 4 of 1865 shall apply to every summary conviction under this Ordinance.

33. (1.) The Governor in Council may make rules and regulations for and in respect of all or any of the following purposes or matters:—

- (a.) For the registration of brothels and of the keepers and inmates thereof, and for prescribing the particulars to be registered, and generally the manner in which such registration is to be effected.
- (b.) For the periodical inspection of brothels.
- (c.) For securing and maintaining cleanliness and good order in brothels, and protecting the inmates from oppression and illusage.
- (d.) The care, maintenance, and education of women and girls detained under Part. II. of this Ordinance.
- (e.) The manner and conditions in and under which the powers conferred by this Ordinance shall be exercised by the persons on whom such powers are conferred.
- (f.) And generally in relation to any matters whether similar or not to those above mentioned as to which it may be expedient to make rules for carrying into effect the objects of this Ordinance.

2. Such Rules or Regulations shall take effect at the expiration of seven days after the publication thereof in the "Gazette," and a copy of the "Gazette" containing such publication shall be conclusive evidence of such Rules or Regulations.

3. Any person disobeying or infringing any such Rules or Regulations shall be guilty of an offence against this Ordinance, and shall be liable to a fine not exceeding 50 dollars, or to imprisonment with or without hard labour not exceeding one month, or to both.

34. This Ordinance shall not come into operation unless and until the officer administering the Government notifies by Proclamation that it is Her Majesty's pleasure not to disallow the same, and thereafter it shall come into operation upon such day as the officer administering the Government shall notify by the same or any other Proclamation.

Passed the Legislative Council of Hong Kong, this 7th day of July 1890.

(signed) *F. A. Hazeland,*
Acting Clerk of Councils.

Assented to by his Excellency the officer administering the Government, the 23rd day of July 1890.

(signed) *W. M. Deane,*
Acting Colonial Secretary.

SCHEDULES.

A.

Repeals.

No. 10 of 1867, Contagious Diseases	-	-	-	Sections 30, 31, 32, 33.
No. 19 of 1889, Protection of Women and Girls	-	-	-	All.

B.

Know all men by these presents that we
and _____ are held and firmly bound unto the Queen's
Most Excellent Majesty, Her heirs and successors in the sum of \$ _____ to be
paid to the Colonial Treasurer for the time being of Hong Kong, to which
payment we bind ourselves and each of us, and each of our heirs, executors, and
administrators firmly by these presents. Sealed with our seals, Dated this
day of _____ 189 .

HONG KONG.

Now the condition of this obligation is that if one who is now residing at Hong Kong shall not quit or be taken, or removed from the colony without the previous permission in writing of the officer for the time being performing the duties of Registrar General, and shall not be trained or disposed of as a prostitute or for immoral purposes, and also if the said shall be produced from time to time before such officer within 24 hours after notice in writing has been given to any or either of the said and requiring such production, then this obligation to be void, otherwise to remain in full force.

[L.S.]

[L.S.]

Signed, sealed and delivered by
the above-named,
and
In the presence of

NATAL.

NATAL.

— No. 4. —

Lord Knutsford to Sir C. B. H. Mitchell.

Sir,

Downing-street, 30 September 1890.

I HAVE the honour to acknowledge the receipt of your despatch of 28th July last,* submitting, for the signification of Her Majesty's pleasure thereon, a Bill passed by the Legislative Council of Natal (No. 19 of 1890), entitled "A Bill for the Better Prevention of certain Contagious Diseases," which you have reserved for the signification of Her Majesty's pleasure. • No. 2.

2. You are aware that the compulsory medical examination of women has been condemned and given up in this country, and the Acts by which it was enforced have been repealed. In spite of strong medical evidence of the kind given before the Select Committee in Natal, the repeal of similar laws has been pressed upon all of the Crown Colonies where such laws existed, with the special exception of Fiji, although in many of those colonies the native element was largely present. In India also the system of compulsory examination has been abandoned, and the Acts under which it was enforced have now been repealed (by India Acts IX. of 1888, and XIII. of 1889.)

These facts are fully shown in the Debates in Parliament, and in the Blue Books noted in the margin, to which, I observe, no reference was made in the discussion upon the Bill in Natal.

H. C. 347, 1887.
H. C. 59, 1889.
H. C. 242, 1890.
(As to Colonies.)
H. C. 180, 1882.
H. C. 241, 1890.
(As to India.)

3. In these circumstances I am unable to advise Her Majesty to assent to the Bill. Considering all that has passed upon this very vexed and difficult question, not only in this country but in the colonies and India, I think it would have been better if your Government had refrained from introducing the Bill, as by that course you practically led the official members of the Legislature to vote for a measure which in other colonies gentlemen holding similar positions had been directed by the Secretary of State to oppose.

4. In regard to the 10th paragraph of your despatch under acknowledgment, I have to inform you that another way of combating the spread of venereal disease, which has been found not ineffectual where it has been fairly tried over a sufficiently long period of time to test the results, is by the provision of voluntary hospital treatment and relief for the use of all who may be affected by the disease. On this point I would especially draw your attention to the report of the Army Sanitary Commission dated 9th September 1882, relating to the protection of British troops in India from venereal disease, which you will find at pp. 74-6 of the enclosed Parliamentary Paper. That Commission, it will be seen, reported that the Contagious Diseases Acts had failed in India, and

H. C. 200, 1883

NATAL

recommended the establishment of a "properly organised system of dispensary and hospital relief for the use of all classes, and strictly voluntary in its application." I should be glad if such an experiment could be tried in Natal, not necessarily by the establishment of special lock hospitals, but by the provision of gratuitous dispensary relief and hospital beds for such patients in the existing hospitals throughout the colony.

I have &c.
(signed) Knutsford.

HONG KONG.

HONG KONG.

— No. 5. —

Lord Knutsford to Sir G. W. des Vœux.

(Answered by Nos. 6 and 7.)

Sir,

Downing-street, 12 December 1890.

I HAVE the honour to inform you that Her Majesty will not be advised to exercise Her power of disallowance with respect to the Ordinance No. 11 of 1890 of the Legislature of Hong Kong entitled "An Ordinance to amend and consolidate the law relating to the protection of women and girls," a transcript of which accompanied Mr. Fleming's despatch of 30th July last.*

2. I request you to inform me why the word "unmarried" was inserted in s. 5 of the Ordinance, as it seems out of place in that section, although required in s. 6.

3. I presume that the words, "being of or above the age of 12 years and" were added to s. 6, because ss. 44-6 of Ordinance No. 4 of 1865 prohibit carnal knowledge, or attempt at carnal knowledge, of girls under 12 years of age, but as the present Ordinance is a consolidation Ordinance, I think it would have been better to omit those words, so as to include all unmarried girls under 16, while still leaving in operation the severer penalties of the 1865 Ordinance in cases where the girl is under 12.

4. When any occasion arises for amending this Ordinance I think the following words should be added after the words "taken away" in s. 8, namely, "or by threatening legal proceedings for the recovery of any debt or alleged debt, or by using any other threat whatsoever." Similar words occur in the corresponding clause of the Straits Settlements Ordinance, the reasons for such a provision being given in paragraph 4 of my despatch to the Governor of that Colony of 8th November 1887.

5. I approve the Regulations proposed to be issued under the Ordinance subject to the following observations.

6. If it is anticipated that there is real danger of serious breaches of the peace ensuing, unless the distinctions between brothels for Chinese and brothels for persons other than Chinese, as provided by Regulation 21, be retained, I am not prepared to press this point, but I adhere to the opinion expressed in my despatch of 13th January 1890,* and I may observe that no difficulty has arisen at Singapore where no such distinction is provided by regulation, though as a matter of fact it is generally maintained.

7. As at present advised I see no necessity for the following words at the beginning of Regulation 15 (3), viz., "in the case of brothels for persons other than Chinese," since although under the old system the inmates of "brothels for Chinese" were not made subject to the provisions of the law for compulsory examination or compulsory detention in hospital, there seems as much reason in the case of the inmates of such brothels, as of brothels for persons other than Chinese, to let them know that they are at liberty to attend the hospital whenever they need medical treatment

8. The

* No. 3.

Page 4 of (H.C. 59),
1889.*No. 27 in (H. C.
242) June 1890.

8. The date 1st May 1889, in footnote to Form B. attached to the Draft Regulations appears to be taken from the similar Straits Settlements Regulations, and to be not applicable to the case of Hong Kong. You will, of course, cause the references to various sections of the repealed Ordinance 19 of 1889, which appear in brackets in the Draft Regulations to be omitted when the Regulations are published.

9. I shall be glad to be furnished with copies of the Regulations as soon as they are issued.

I have, &c.
(signed) *Knutsford.*

HONG KONG.

— No. 6. —

Sir *G. W. des Vœux* to Lord *Knutsford*.

(Received 19th May 1891.)

Government House, Hong Kong,

My Lord, 13 April 1891.

I HAVE the honour to acknowledge the receipt of your Lordship's despatch* of 12th December, and to inform you that the 6th instant has been proclaimed as the day upon which the Women and Girls' Protection Ordinance came into force.

No 5.

2. The Attorney General states that he agrees that the word "unmarried" might well be omitted in section 5 of the Ordinance, and that he will bear in mind this amendment together with those mentioned in paragraphs 3 and 4 when occasion arises for amending the Ordinance.

3. I enclose copies of the Regulations under the Ordinance which have been revised in accordance with your Lordship's suggestions, and duly published with effect from the 7th instant.

It has not been thought advisable to abolish the distinction between brothels for Chinese and brothels for persons other than Chinese against the strongly expressed opinion of the Registrar General in favour of its retention.

I have, &c.
(signed) *G. W. des Vœux.*

Enclosure
Notification 122 of
21st March 1891.

Enclosure in No. 6.

Government Notification.—No. 122.

The following Rules and Regulations made by the Governor in Council under Section 33 of "The Women and Girls' Protection Ordinance, 1890," are published for general information.

By Command,

(signed) *W. M. Deane,*

Colonial Secretary's Office, Hong Kong, Acting Colonial Secretary.
21st March 1891.

Rules and Regulations made by His Excellency The Governor in Council under Section 33 of "The Women and Girls' Protection Ordinance, 1890," this 16th day of March 1891.

1. Words in these Rules and Regulations shall have the meanings assigned to them by section two of the above-mentioned Ordinance (hereinafter referred to as "the Ordinance"). Interpretation.

2. The following registers shall be kept at the office of the Registrar General. Registers to be kept.

(1.) A register of brothels.

(2.) A register of inmates of brothels.

HONG KONG.

Register of Brothels.

3. The register of brothels shall contain the following particulars :—

- (a.) The distinguishing number of the brothel.
- (b.) The situation of the brothel and its description by reference to the street, the number of the premises, and other like particulars.
- (c.) Name and address of the owner.
- (d.) Name of the keeper.
- (e.) Number of inmates for which it is certified.
- (f.) Any other particulars which the Registrar General may think fit to record.

Register of Inmates
of Brothels.

4. The register of inmates of brothels (hereinafter called "The Register of Inmates") shall contain the following particulars :—

- (1.) The registered number of each brothel.
- (2.) With respect to each inmate—
 - (a.) Her name.
 - (b.) Her nationality, and in the case of Chinese the district in China to which she belongs.
 - (c.) Her age.
 - (d.) The date of her arrival in the colony.
 - (e.) Any other particulars respecting her which the Registrar General may think fit to record.

Applications for
registration how
made.

5. (1.) Applications for the entry of a house upon the register of brothels shall be made in writing in the Form A in the Appendix. Every such application shall state the particulars B, C and D for entry on the register, and the number of inmates by whom the brothel is intended to be used. It shall be accompanied by the written consent to the application of the owner of the premises.

(2.) On the receipt of such application, the Registrar General shall forward it to the medical officer appointed in that behalf by the Governor, for the purpose of obtaining his report on the sanitary condition of the premises and their structural suitability for the residence of the proposed number of inmates.

(3.) The medical officer shall forthwith, on the receipt of the application, inspect the premises, and report to the Registrar General whether they are or are not in a satisfactory sanitary condition and fit for the residence of the proposed number of inmates.

(4.) Where the premises are already registered as a brothel, the application shall be accompanied by a list of the names of the inmates.

Certificate of
registration.

6. (1.) If the medical officer certifies that he has inspected the premises and is satisfied with their sanitary condition, and that they are fit for the residence of the proposed number of inmates, and if the premises are not situate in a locality where brothels have been declared by the Governor to be unlawful, the Registrar General shall enter the required particulars in the register of brothels, and shall deliver to the applicant a certificate of registration in the Form B in the Appendix.

(2.) Provided that no part of a house shall be registered as a brothel, nor any house where any trade or business is carried on, nor any house communicating by any passage, door, or otherwise with any house or room in which any trade or business is carried on, and provided also that the Registrar General may at any time refuse to register and may at any time cancel or suspend the registration of a brothel.

7. Every keeper of a registered brothel shall enter into a bond in such a sum and with such securities as the Registrar General shall think fit for the due observance by such keeper of all the requirements of this Ordinance or of any rules and regulations which shall be made thereunder. The Registrar General may at any time require the said keeper to renew any of the sureties to the said bond.

8. (1.) All

8. (1.) All persons whose names are required to be entered on the register of inmates must be brought by the keeper to the office of the Registrar General, and no person's name shall be entered on such register except with her consent personally given to the Registrar General.

HONG KONG.
Entry of women in
register of inmates.

(2.) Photographs in duplicate of all persons who are entered on the register of inmates of a brothel shall be supplied by the keeper to the Registrar General, one to be kept in his office, the other to be retained by such registered inmate.

(3.) On an application being made to him to enter a person on the register of inmates, the Registrar General shall personally interview such person, with the view of ascertaining that such application is made with her consent. He shall also make the enquiries necessary for obtaining the particulars required by these rules to be entered in the register of inmates.

(4.) The Registrar General shall further enquire whether or not the person comes within the provisions of Part 2 of the Ordinance, and if he is of opinion that she does, shall take measures for her protection accordingly.

9. If any registered inmate of a brothel desires to leave the brothel, the keeper shall forthwith bring her before the Registrar General, who shall then, after making such enquiry as he thinks fit, remove her name from the register of inmates. Provided that nothing shall prevent any inmate from herself applying direct to the Registrar General that her name may be removed from the register of inmates, which shall be forthwith done on such application.

Removal of names
from register of
inmates.

10. It shall be the duty of the owner of a brothel to see that the premises are kept in a habitable condition, and that the latrines, drains, and other sanitary appliances are kept in good order.

Duty of owners.

11. It shall be the duty of the keeper of a brothel :—

Duty of keeper of
brothel.

(a.) To keep the premises clean.

(b.) To maintain decency and good order amongst the inmates and frequenters of the brothel.

(c.) To report at once to the Registrar General—

(1.) Any change of ownership of the brothel.

(2.) Any change in the inmates of the brothel.

(3.) Every case of infectious or epidemic disease occurring in the brothel.

(4.) Every instance of riotous or disorderly conduct in the brothel on the part of persons not being inmates.

(d.) To see that the provisions of the Ordinance or of any rules or regulations for the time being in force thereunder are observed in the brothel.

12. No woman or girl who is not registered as an inmate of the brothel shall be allowed by the keeper to reside in, frequent or visit the brothel.

None but registered
inmates allowed to
reside in brothel.

This prohibition does not extend to children under the age of five years.

13. No children between the ages of five and sixteen shall be allowed by the keeper to reside in, frequent or visit the brothel.

Children not to
reside in or frequent
brothel.

14. No trade or business shall be carried on in any portion of a house used as a registered brothel.

Trade or business
not to be carried on
in registered
brothel.

15. The keeper of a registered brothel shall keep hung up in a conspicuous place in every room of the brothel :—

Rules to be hung up
in brothel.

(1.) A copy in the language of every inmate of such of the rules and regulations for the time being in force under the Ordinance as the Governor shall direct.

(2.) A list of the names and ages of the inmates thereof in such languages as the Registrar General may direct.

(3.) A notice in such languages as the Registrar General may direct that every inmate is at liberty to visit the Lock Hospital for gratuitous advice and treatment if she is, or fears she is, diseased.

(4.) A notice in such languages as the Registrar General may direct that every inmate may at any time leave the brothel and may at all

times

HONG KONG.

times make complaint to the Registrar General or any officer of detention or ill-treatment on the part of the said keeper or of any person in the brothel.

Keeper to reside in brothel.

16. The keeper of a brothel shall reside in the brothel of which she is registered as keeper.

Governor to appoint Inspectors.

17. The Governor shall appoint such inspectors under this Ordinance as he shall think fit, who shall be attached to the office of the Registrar General.

Duty of Inspectors.

18. (1.) It shall be the duty of every inspector periodically and at such times as the Registrar General may order, to visit every registered brothel in his district, and to report forthwith to the Registrar General:—

- (a.) Any complaint made to him by an inmate of a brothel.
- (b.) Any case in which he has reason to believe that any inmate of a brothel is the subject of oppression or ill-treatment.
- (c.) Any instance of improper, or disorderly, or indecent conduct on the part of the inmates or frequenters of a brothel.
- (d.) Any breach or non-observance of the provisions of the Ordinance or of these rules, or of any rules or regulations for the time being in force under the Ordinance, which may be reported to him or come to his notice.
- (e.) Any case in which he has grounds for suspecting the existence of an unregistered brothel.

(2.) Every inspector shall keep a diary of his work, and shall submit the same weekly, or as often as may be required, to the Registrar General.

Sanitary inspection of brothels to be made biennially.

19. Every registered brothel shall be inspected twice in each year at the least by a medical officer to be appointed by the Governor for that purpose, who shall report to the Colonial Secretary on the sanitary condition of each brothel inspected by him, and shall make such suggestions for the amendment of the sanitary arrangements of such brothel as he may deem expedient.

20. Every registered brothel shall be liable to be inspected at all times by the Registrar General, the Colonial Surgeon, the Captain Superintendent of Police, and their deputies. Any person offering any obstacle or resistance to such inspection shall be deemed to be guilty of an offence against the Regulations.

21. The keeper of a registered brothel for persons other than Chinese shall not permit any male Chinese to enter the brothel without the permission of the Registrar General, and the keeper of a registered brothel for Chinese shall not permit any person other than a Chinese to enter the brothel except as otherwise provided in the Ordinance without the permission of the Registrar General.

A. M. Thomson,

Council Chamber, Hong Kong.

Acting Clerk of Councils.

APPENDIX.

Form A.

I, the undersigned, residing at hereby apply that the premises No. Street in and bearing the number be registered as a brothel for inmates under "The Women and Girls' Protection Ordinance, 1890," under the management of as keeper.

And I, the undersigned, residing at being the owner of the said premises, hereby consent to this application.

(signed)

(signed)

Owner.

Note.—If the brothel is already registered, a list of the names of the inmates must be appended.

Form B.

HONG KONG.

I, _____, hereby certify that the premises No. _____ Street
in _____ bearing the number _____ have been this day registered by
me as a brothel for _____ inmates under "The Women and
Girls' Protection Ordinance, 1890."

Dated the _____ day of _____, 18 _____

(signed)

Registrar General.

HONG KONG.

— No. 7. —

Acting Governor *Barker* to Lord *Knutsford*.

(Received August 31, 1891).

Government House, Hong Kong,

28 July 1891.

My Lord,

WITH reference to your Lordship's despatch of 12th December,* I have the honour to transmit for the signification of Her Majesty's pleasure the following Ordinance, entitled: "An Ordinance to amend the Women and Girls' Protection Ordinance, 1890," No. 14 of 1891.

2. The customary report by the Attorney General is annexed,† and fully explains the objects of the amendments.

I have, &c.

(signed) *G. Digby Barker*.

* No. 5.

Enclosure 1.

22nd July 1891.

Enclosure 2.

22nd July 1891.

† Not printed.

Enclosure in No. 7.

(No. 14 of 1891.)

AN Ordinance enacted by the Governor of Hong Kong with the advice and Title.
consent of the Legislative Council thereof, to amend "The Women and Girls'
Protection Ordinance, 1890."

G. Digby Barker,

Officer Administering the Government.

22 July 1891.

BE it enacted by the Governor of Hong Kong, with the advice and consent of the Legislative Council thereof, as follows:—

1. Section 8, Sub-section (1) and Section 23, Sub-section (2) of "The Women and Girls' Protection Ordinance, 1890," are hereby repealed, and the word "unmarried" in Section 5 of the said Ordinance is hereby expunged.

2. In lieu of said Section 8, Sub-section (1), the following Sub-section shall be substituted:—

(1.) By force, intimidation, or fraud, or by detention or threatened detention of property or wearing apparel, or by threatening legal proceedings if such property or wearing apparel be taken away, or by threatening legal proceedings for the recovery of any debt or alleged debt, or by using any other threat whatever, imprisons, or detains, or attempts to detain, any woman or girl against her will either in a brothel or in any place with the intent that she may practise prostitution, or for any immoral purpose, or for the purpose of emigration.

3. In lieu of said Section 23, Sub-section (2), the following Sub-section shall be substituted:—

(1.) The Registrar General, or any officer appointed under this Ordinance, and authorised for that purpose in writing by the Registrar General, shall have power to enter at all times into any registered brothel, and the Registrar General, and any officer so authorised as aforesaid, shall have power, without warrant, to enter at all

Repeal of s. 8, subs. (1) and s. 23 subs. (2) of No. 11 of 1890. Sections 5 and 6 amended.

Sub-section substituted for sub-section (1) of Section 8 of Ordinance No. 11 of 1890.

Sub-section substituted for subs. (2) of Section 23 of Ordinance No. 11 of 1890.

HONG KONG.

times into and upon, and, if necessary, to break into, any house, building, junk, boat, or other place reasonably suspected of being an unregistered brothel, and to arrest any person who shall appear to act or behave himself as the person having the care or management of such house, building, junk, boat, or other place so suspected as aforesaid.

Right to custody of
adopted girls, &c.
(Ord. No. 19 of
1889, s. 23).

4. No parent, or person acting in the place of a parent, who has voluntarily parted with a girl for the purpose of adoption into another family, or who has received money for the parting with the custody of such girl for any other purpose, shall be deemed to be entitled as of right to the custody of such girl as her parent, or as the person acting in the place of her parent.

This section shall be read and construed together with Part II. of "The Women and Girls' Protection Ordinance, 1890."

Passed the Legislative Council of Hong Kong this 17th day of July 1891.

(signed) *A. M. Thomson,*
Acting Clerk of Councils.

Assented to by his Excellency the Officer Administering the Government, the 22nd day of July 1891.

(signed) *W. Meigh Goodman,*
Acting Colonial Secretary.

BRITISH
BECHUANALAND.

BRITISH BECHUANALAND.

-- No. 8. --

Sir *H. B. Loch* to Lord *Knutsford*.

(Received 9th January, 1892.)

[*Answered by No. 9.*]

Government House, Cape Town,
19 December 1891.

My Lord,

I HAVE the honour to enclose, for your Lordship's information, a copy of a correspondence which I have had with the Administrator of British Bechuanaland, respecting the prevalence of syphilis amongst the natives at Motito.

There can be no doubt that syphilis is widely prevalent amongst the Bechuanaland natives, and that it is often spread in a perfectly innocent manner, *i.e.*, from mother to child, or from child to child. The custom which permits a whole family to drink from the same milk sack is also a fruitful source of contagion, but I doubt if public opinion would support an Act for compulsory inspection and segregation, or whether the Bechuanaland revenues would bear the expense involved by such an Act.

I have, &c.

(signed) *Henry B. Loch,*
Governor and High Commissioner.

Enclosure 1 in No. 8.

From Sir *Sidney Shippard* to Sir *Henry Loch*.

Sir,

Vryburg, 10 December 1891.

I HAVE the honour to enclose for your Excellency's information copies of two letters from the Resident Magistrate, Kuruman, covering a report from Dr. Garraway, on the alleged prevalence of syphilis among the natives of Motito and Takoon.

In the absence of instructions from your Excellency I do not propose to take any further steps in the matter at present.

I have, &c.
(signed) *Sidney Shippard,*
Administrator.

His Excellency the Governor,
Capetown.

From Administrator
B. B.,
10th December 1891.
To Administrator
B. B.,
18th December 1891.

27th November 1891.
30th November 1891.

Mr. *Scholtz* to the Secretary.

BRITISH
BECHUANALAND.

Sir,

Kuruman, 27 November 1891.

I HAVE the honour to enclose herewith, for information of his Honour the Administrator, report of district surgeon upon the native locations Motito and Takoon, where it is alleged natives are suffering from disease of a syphilitic nature.

The Secretary, Vryburg.

I have, &c.
(signed) C. B. *Scholtz*, R.M.

Dr. *Garraway* to Mr. C. B. *Scholtz*.

Sir,

Kuruman, 27 November 1891.

I HAVE the honour to report that, in obedience to your instructions of the 21st instant, I proceeded on the 23rd to Motito, arriving there about sundown that evening. I sent for the headman, Munch, who came early next morning, and in answer to my questions, said he thought there was a good deal of syphilis, although none in his end of the village. Acting on his information I proceeded to examine such huts as he had directed a guide to show me, but only found the following number of cases: adult males, 3; females, 6; children, 7. All these adult cases were of old standing, ranging from a period of from eight to two years. Many children are affected, but it was impossible for me to ascertain correctly the number, as they seemed determined to avoid me, and the huts are so scattered that I could only act on what scanty information I received.

When I had called at all the huts pointed out to me, I proceeded to Takoon, calling at all the huts on my way, but finding no disease, everyone denying its existence in their cluster of huts.

On arriving at Takoon, I at once sent for the headman, Meri, who did not come himself but sent his son, Nosen, who was most impertinent; said "he did not believe I was sent by Government," and finally went to tell his father what we wanted.

The latter then sent a message to say he was too ill to come, a statement which I found was false, as he had been walking about the village prior to my arrival, and also said he knew there were cases of syphilis, but did not send anyone to show me where they were.

I asked a native teacher, Molapi, to show me round, but he said though he would do so if I ordered him to, he feared the headman and would rather not do so.

Everyone avoided assisting me, and I only found and examined one case, that of an adult female.

At all the huts I called at everyone reported themselves as healthy, so I had to leave Takoon after only having seen this one case.

Both villages are very much scattered, and it would take several days to make a "house-to-house" inspection, besides which, from the evident dislike and avoidance of the natives to inspection, it would then be a matter of difficulty to ascertain the amount of disease accurately.

I saw no cases of primary syphilis, most of the cases being of a tertiary or hereditary nature, and closely allied to the disease frambesia, or "yaws," which is met with here.

Their huts are placed in fairly sanitary positions, no great number being together at any one place, but their carelessness as regards contagion must be a fruitful source of the spread of the disease. In any case until a "house-to-house" inspection is ordered, and the headmen desired to give what assistance is in their power, the correct ascertaining of the amount of the disease will be an impossibility. I have the honour to enclose account for travelling allowance, &c., and to remain

The Resident Magistrate, Kuruman.

(signed) E. C. F. *Garraway*,
District Surgeon.

BRITISH
BECHUANALAND

With regard to treatment of above cases, it would be impossible to treat them while at such a distance from here, and the only successful method would be to have them brought in here for treatment. This, however, would also entail their receiving rations and quarters as well, or in other words a hospital would be required.

(initd.) E. C. F. G.

Mr. Scholtz to the Secretary.

Sir,

Kuruman, 30 November 1891.

IN continuation of my letter of the 27th inst, I have the honour to further report, for the information of his Honour, that the headman at Takoon, Meri by name, came to this office this morning and stated that he had heard that "he had cursed the Government," and desired to know what it meant.

I explained to him that the Government was annoyed with him because on the occasion of the recent visit of the district surgeon to Takoon he had treated him (the district surgeon) most discourteously, and I further explained to him that the object the Government had in view in sending the district surgeon there was to endeavour to do good to him and his people, as it had been reported that they were suffering very much from diseases of a syphilitic nature.

He then stated that he had taken some medicine on the morning of the day of the district surgeon's visit to his location, and was consequently afraid to go out into the wind, and tried to palliate the conduct of his son. I cautioned him very strongly about his misbehaviour, and told him I hoped nothing of the kind would occur again, and impressed upon him the necessity of observing his duty to the Government, viz., to assist it by every means in his power and to obey it at all times.

Finally, he informed me that, so far as he was aware of, there were three females and one male suffering from syphilis, all four cases being of very old standing.

I have, &c.

The Secretary, Vryburg.

(signed) C. B. Scholtz, R.M.

Enclosure 2 in No. 8.

Governor to Sir S. Shippard.

Government House, Cape Town,
18 December 1891.

Sir,

I HAVE the honour to acknowledge the receipt of your letter of the 10th instant covering copies of two letters from the resident magistrate, Kuruman, respecting the prevalence of syphilis amongst the natives at Motito.

There is no law which would authorise the compulsory segregation of syphilitic persons, and I doubt if such a law would receive the sanction of Her Majesty's Government. I consider, therefore, that no action can be taken by Government in respect of the syphilitic cases reported, though the district surgeon might be instructed to treat such persons as present themselves for treatment.

I have, &c.

His Honour

(signed) Henry B. Loch,

Sir Sidney Shippard, K.C.M.G.,
Vryburg.

Governor and High Commissioner.

BRITISH BECHUANALAND.

BRITISH
BECHUANALAND.

— No. 9. —

Lord Knutsford to Sir H. B. Loch.

Sir,

Downing-street, 16 January 1892.

I HAVE the honour to acknowledge the receipt of your Despatch of the 19th ult.,* enclosing copies of correspondence with the Administrator of British Bechuanaland respecting the prevalence of syphilis amongst natives at Motito. * No. 8.

It would be impossible to provide for the compulsory segregation of natives suffering from this disease, even if the policy were advisable. The district surgeon should make known his readiness to treat such cases, as he has been instructed by the Administrator to do, but he should avoid any appearance of assuming any right to carry out domiciliary visitations, or to examine individuals who do not apply to him.

I have, &c.

(signed) Knutsford.

STRAITS SETTLEMENTS.

STRAITS
SETTLEMENTS.

— No. 10. —

Sir C. C. Smith to Lord Knutsford.

(Received March 11 1892.)

Government House, Singapore,
12 February 1892.

My Lord,

I HAVE the honour to forward to your Lordship a copy of the Report of the Principal Civil Medical Officer (Dr. Simon) for the last quarter of 1891 in connection with the examination and treatment of women who formerly came under the compulsory clauses of the Contagious Diseases Ordinance. It shows no improvement as regards the great bulk of public women who are Chinese, and who still do not avail themselves of the voluntary system.

2. I enclose also copy of a Memorandum by Dr. Simon giving statistics of venereal cases treated in the Government hospitals since the discontinuance of the compulsory regulations as compared with the number in 1887, at the end of which year the new regulations were brought into operation.

I have, &c.

(signed) Cecil C. Smith.

Enclosure 1 in No. 10.

Principal Civil Medical Officer to the Colonial Secretary.

Office of the Principal Civil Medical Officer,
Straits Settlements, Singapore,

Sir,

21 January 1892.

I HAVE the honour to submit the following report on the work done in the three settlements in connection with the examination of women who formerly came under the compulsory clauses of the Contagious Diseases Ordinance during the fourth quarter of 1891.

2. *Singapore*.—The number of women who “freely and voluntarily” presented themselves for examination was 27, viz., eight Europeans, 15 Japanese, three Chinese, and one a native of India; and of these 18 were found to be diseased. There were 23 admissions (15 of which were venereal disease), as against 32 during the last quarter. Two deaths occurred in the hospital; both cases were in a hopeless state when brought in; one succumbed from general debility and the other from metritis. Fifty-two patients were treated in the

STRAITS
SETTLEMENTS.

out-patients' department, of whom 21 were Europeans, 30 Japanese, and one Chinese.

3. *Penang*.—No women "freely and voluntarily" presented themselves for examination. There were 25 admissions into hospital, 17 of which were from syphilis.

4. *Malacca*.—There was no work done under this head for the last quarter of 1891.

I have, &c.

(signed) *Max. F. Simon,*

Principal Civil Medical Officer,
Straits Settlements.

The Honourable the Colonial Secretary,
Straits Settlements.

Enclosure 2 in No. 10.

MEMORANDUM by the Principal Civil Medical Officer, Straits Settlements.

The number of cases of venereal disease admitted to the several hospitals in the colony during 1891 was rather less than that admitted during 1890, but, compared with that of former years, is still very large.

Cases admitted, exclusive of compulsory admissions under Contagious Diseases Ordinance, for 1887	-	-	-	-	-	403
" " 1888	-	-	-	-	-	1,185
" " 1889	-	-	-	-	-	1,850
" " 1890	-	-	-	-	-	1,974
" " 1891	-	-	-	-	-	1,868

If the numbers of women voluntarily admitted to the hospitals formerly used under compulsory clauses of the Contagious Diseases Ordinance be deducted from the figures for the last four years in the above list, the remainders may be taken to show the increase of venereal disease among males since the repeal of the Contagious Diseases Ordinance, thus—

Male admissions for 1887 as above,	-	-	-	403
" " " 1888	-	-	1,185 - 183 =	1,002
" " " 1889	-	-	1,850 - 87 =	1,763
" " " 1890	-	-	1,974 - 101 =	1,873
" " " 1891	-	-	1,868 - 118 =	1,750

A comparison of the number of women admitted to the lock hospitals during the last year (1887) of the Contagious Diseases Ordinance, viz., 2,810, with the numbers of voluntary admissions for venereal disease during the next four years, viz., 183, 87, 101, and 118 respectively, is instructive as showing the attitude of the Asiatic prostitute in this matter.

(signed)

Max. F. Simon,

Principal Civil Medical Officer,
Straits Settlements.

10 February 1892.

STRAITS SETTLEMENTS.

— No. 11. —

Sir C. C. Smith to Lord Knutsford.

(Received 7 September 1892.)

Government House, Singapore,
3 August 1892.

My Lord.

I HAVE the honour to forward the Reports for the first and second quarters of this year from the Principal Civil Medical Officer on the cases of venereal disease that have come under the cognisance of the Medical Department.

2. In

23rd April 1892.
29th July 1892.

2. In Singapore more Chinese have sought admission to hospital, and it is stated that most of them "were brought in in a deplorable state of health, suffering from advanced stages of secondary and tertiary syphilis."

I have, &c.
(signed) Cecil C. Smith.

Enclosure 1 in No. 11.

Principal Civil Medical Officer to the Colonial Secretary.

Office of the Principal Civil Medical Officer,
Straits Settlements, Singapore,
23 April 1892.

Sir,

I HAVE the honour to submit the following Report on the work done in the three Settlements in connection with the examination and treatment of women who formerly came under the compulsory clauses of the Contagious Diseases Ordinance during the first quarter of 1892.

2. *Singapore*.—The number of women who voluntarily presented themselves for examination on the supposition that they were infected 21, viz., 19 Japanese and two Europeans, 15 of whom were found diseased.

3. There were 24 admissions into hospitals, as against eight during the first quarter of 1890; of these one was of European, 20 of Japanese, one of Chinese, and two of Malay.

4. There were 35 applications for out-door treatment during the quarter, from one European and 34 Japanese.

5. *Penang*.—No women freely and voluntarily presented themselves for examination. There were 30 admissions into hospital, 22 of which were due to venereal disease.

6. *Malacca*.—No women presented themselves for examination or treatment for venereal disease during the quarter.

I have, &c.
(signed) Max F. Simon,
Principal Civil Medical Officer, S.S.

The Honourable
The Colonial Secretary, S.S.

Enclosure 2 in No. 11.

Principal Civil Medical Officer to the Colonial Secretary.

Office of the Principal Civil Medical Officer,
Straits Settlements, Singapore,
29 July 1892.

Sir,

I HAVE the honour to forward the following Report on the work done in the three Settlements in connection with the examination and treatment of women who formerly came under the compulsory clauses of the Contagious Diseases Ordinance during the second quarter of 1892.

2. *Singapore*.—The number of women who voluntarily came up for examination was 22, of whom 12 were Japanese, one European, eight Chinese, and one Malay; of these 19 were found diseased.

3. There were 32 admissions as against 24 during the first quarter, of which 14 were of Japanese, 13 of Chinese, and five of Malays. The number of Chinese who sought treatment in hospital has materially increased of late; most of this class of patients, however, were brought in in a deplorable state of health, suffering from advanced stages of secondary and tertiary syphilis.

STRAITS
SETTLEMENTS.

4. One death occurred during the quarter in a Chinese patient, who was admitted in a low condition, suffering from repeated attacks of hæmoptysis.

5. There were 36 applications for out-door treatment from seven Europeans, 22 Japanese, six Chinese, and one Malay.

6. *Penang*.—No women freely and voluntarily presented themselves for examination.

7. There were 48 admissions, 29 of which were due to venereal.

8. *Malacca*.—There was one Chinese woman treated for venereal disease at the out-door dispensary.

9. One Chinese girl brought by the Protectorate to settle her age was found to be suffering from primary syphilis, and was detained in hospital until well enough to be sent to the Chinese Protectorate in Singapore. She was about 13 years old, and came from Hong Kong.

I have, &c.

The Honourable
The Colonial Secretary, S.S.

(signed) *Max. F. Simon*,
Principal Civil Medical Officer, S.S.

STRAITS SETTLEMENTS.

— No. 12. —

The Marquess of Ripon to Sir C. C. Smith.

(Answered by No. 16.)

Sir,

Downing-street, 17 March 1893.

Page 53 of H. C.
347, 1887.

WITH reference to my predecessor's Despatch of 2nd July 1887, relative to the repeal of those parts of the Contagious Diseases Ordinances then in force in the Straits Settlements which provided for the compulsory examination of women, and the retention of the provisions contained in those Ordinances for the registration and supervision of brothels, I have the honour to inform you that I am of opinion that this system of registration and inspection of brothels should no longer be maintained.

2. The system is clearly contrary to the recognised policy of Parliament, and I am not satisfied that it has much, if any, effect towards the prevention of the kidnapping of girls and brothel slavery, the only objects which, in my predecessor's opinion, justified its continuance.

3. I desire, therefore, that you will take steps as soon as possible for the preparation of an Ordinance abolishing this system. It will be necessary to repeal Section 10 and Sub-sections (a), (b), and (c) of Section 18 (1) of Ordinance No. 14 of 1888, together with all references in other sections of that Ordinance to "registered" brothels and "unregistered" brothels. There will perhaps be other consequential amendments, which it may, in your opinion, be desirable to make, with a view to securing under the altered circumstances the fullest possible benefit from the other provisions of that Ordinance, which have for their object the protection of women and girls, and which will, I trust, be at least as effectual as they are at present, even when the registration of brothels is abolished. I should be glad if you will submit the draft of the Ordinance to me before introducing it.

I have, &c.,
(signed) *Ripon*.

HONG KONG.

HONG KONG.

— No. 13. —

The Marquess of Ripon to Sir Wm. Robinson.

(Answered by No. 17.)

Sir, Downing-street, 17 March 1893.

WITH reference to my predecessor's Despatch of 2nd July 1887, relative to the repeal of those parts of the Contagious Diseases Ordinances then in force in Hong Kong, which provided for the compulsory examination of women and the retention of the provisions contained in those Ordinances for the registration and supervision of brothels, I have the honour to inform you that I am of opinion that this system of registration and inspection of brothels should no longer be maintained.

Page 53 of H. C.
347, 1887.

2. The system is clearly contrary to the recognised policy of Parliament, and I am not satisfied that it has much, if any, effect towards the prevention of the kidnapping of girls and brothel slavery, the only objects which in my predecessor's opinion justified its continuance.

3. I desire, therefore, that you will take steps as soon as possible for the preparation of an Ordinance abolishing this system. It will be necessary to repeal Section 21 and Sub-sections (a), (b), and (c), of Section 33 (1) of Ordinance No. 11 of 1890, together with all references in other sections of that Ordinance to "registered" brothels and "unregistered" brothels. There will perhaps be other consequential amendments, which it may, in your opinion, be desirable to make, with a view to securing under the altered circumstances the fullest possible benefit from the other provisions of that Ordinance which have for their object the protection of women and girls, and which will I trust be at least as effectual as they are at present, even when the registration of brothels is abolished. I should be glad if you will submit the draft of the Ordinance to me before introducing it.

4. I take this opportunity of asking you to furnish me with a report upon the case of the suicide of an inmate of a brothel, referred to in the leading article in the "Hong Kong Daily Press" of 4th October last. I have not seen any report of the inquest held in this sad case, but if the facts were as stated in the above-mentioned paper, it would seem to prove that it is not generally understood in the Colony that a brothel-keeper has no legal right to demand any redemption money for the release of one of the inmates, but, on the other hand, is liable to a penalty of imprisonment for a term which may extend to two years, if she detains any inmate of the brothel against her will (Section 8, of Ordinance No. 11, of 1890). If this had been understood in the present case, a prosecution might have been instituted on the information of the girl's lover, and a single successful prosecution in a case of this kind would, in all probability, do more to show that the inmates of brothels are absolutely free to leave such places when they wish, than could ever be effected by the present system, under which efforts are indeed made to explain their positions to the inmates of brothels, but such efforts must to some extent be nullified by the fact that the brothels are registered, so that in the eyes at least of the unfortunate inmates the brothel-keepers must appear to be licensed by, and in some sort under the protection of, the Government.

5. I desire to add that it would appear from the Colonial Surgeon's report for 1891, which was forwarded in your Despatch of 7th November last,* that no steps have at present been taken to carry out the instructions given in my predecessor's Despatch of 30th November 1888, that these women should be gradually made to understand that they should not come up for examination periodically, but should only attend for that purpose when they have contracted, or fear that they may have contracted, the disease. I observe that all the inmates

Page 34 of H. C.
59, of 1889.

* Not printed.

HONG KONG.

inmates of the brothels for the use of Europeans continue to be examined once a week with comparatively few exceptions, while none of the inmates of the brothels for the use of Chinese appear to submit themselves for examination; and there being this marked difference of action on the part of the two classes of prostitutes, I can hardly believe that the submission of the former class is in any real sense of the word voluntary. When the brothels are no longer registered, the Government can, of course, no longer recognise any distinction between brothels for Europeans and brothels for Chinese; but I request you to instruct the Colonial Surgeon at once to intimate to those women who continue to come up for examination that periodical examinations will, after a certain date (say, in six months' time) cease, and that they should only attend when they are, or fear that they are, diseased.

I have, &c.
(signed) *Ripon.*

F I J I.

Fiji.

— No. 14 —

The Marquess of Ripon to Sir John B. Thurston.

(Answered by No. 18.)

Sir,

Downing-street, 17 March 1893.

Page 43 of H. C.
347, 1887.

WITH reference to my predecessor's Despatch of 21st March 1887, in which he stated that he was not prepared to press for the immediate repeal of the Contagious Diseases Ordinances in force in Fiji, I have the honour to inform you that I am not satisfied that sufficient reasons exist for any longer retaining these laws, the principle of which is at variance with the recognised policy of Parliament, which has been followed in all other Crown Colonies and in India.

Page 19 of H. C.
347, 1887.

2. When these laws were first introduced in the colony about 12 years ago, and again when Sir C. Mitchell urged in his Despatch of 13th January 1887 that they should not be repealed, two special arguments were brought forward to prove the peculiar desirability of such measures in Fiji. In the first place it was alleged that there was "no public feeling either amongst Europeans, Fijians, Indians, or Polynesians against the existence of these precautionary measures"; and secondly, it was argued that the spread of venereal disease would tend to exterminate the Fijians, Dr. McGregor asserting (in his report enclosed in Sir C. Mitchell's Despatch of 13th January 1887) that there could "be no doubt that such diseases, if once suffered to obtain a firm hold on the native population, would greatly diminish the birth rate, and largely add to the death rate."

• No. 1.

3. As regards the first of these two arguments, it appears from Dr. McGregor's report of 3rd October 1887, enclosed in Sir C. Mitchell's Despatch, No. 133 of 4th October 1887,* that among some of the Polynesian immigrants there is such "universal and concerted objection on the part of both men and women to the examination of either sex," that the medical officer has been compelled to abandon the examination of such immigrants on their arrival in the colony. Thus, although one of the principal objects of the first enactment of the Contagious Diseases Ordinance was to guard against the introduction of the disease by the Polynesian immigrants, it seems that Section 13 of Ordinance No. 11 of 1882, which provides for the examination of the immigrants on their arrival, is already to a large extent a dead letter.

4. As to the second argument, based on the alleged peculiar liability of the Fijians to suffer seriously from these diseases, and the probable increase of the death rate in the event of the diseases spreading, I am not aware that any definite facts or statistics have ever been furnished in support of these assumptions. The vital statistics contained in the Hospital Returns given in

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the Blue Books for the years 1882-1890 are not drawn up in such a way as to afford any clear information on the point, since the classification of diseases varies very much in different years, and in some years deaths are not recorded at all; but so far as these returns throw any light on the subject, they appear to show that very few deaths have occurred from venereal diseases in comparison with the number of cases of those diseases.

5. It might be useful to know, if the information could be obtained, what has been the increase or decrease, as the case may be, in diseases of this kind in the colony during the last ten years since the first Contagious Diseases Ordinance was enacted, and what number of deaths have occurred from such diseases among the different races, and the proportion of deaths to the cases which have come to the notice of the authorities.

6. As at present advised, I shall be glad if you will take steps at an early date for the repeal of the Contagious Diseases Ordinances (No. 11 of 1882 and No. 5 of 1885), and of the Native Regulation on the same subject (No. 4 of 1882).

I have, &c.
(signed) *Ripon.*

STRAITS SETTLEMENTS.

STRAITS
SETTLEMENTS.

— No. 15 —

Sir C. C. Smith to the Marquess of *Ripon.*

(Received 15 May 1893.)

(Answered by No. 20.)

Government House, Penang,
15 April 1893.

My Lord,

I HAVE the honour to forward herewith the usual Quarterly Returns for the third and fourth quarters of 1892 from the Medical Department, giving the details of the examination and treatment of public women who formerly came under the Contagious Diseases Ordinance.

2. As five years have now elapsed since the compulsory examination of inmates of brothels has been stopped, I have had prepared the enclosed tables, which show the extent to which the advantages of the Government medical service have been availed of by such women, together with a return of the average number of registered prostitutes for the last four years. I am afraid it must be admitted that so far as it was anticipated that in time the class of women referred to, whether living in brothels or not, would voluntarily avail themselves of our hospitals, such anticipations have proved to be erroneous. As following on this I should mention that there is, I understand, no medical practitioner in the colony, official or private, who does not state that there is an increasing amount of venereal disease, both as regards the severity of the type and as regards the number of cases. The enclosed extract from the Annual Medical Report for 1892 only substantiates what has been already stated in previous reports. And perhaps the most important information as to the progress of venereal disease and its effects on the population is to be found in the enclosed extract from the Report of the superintendent of the lunatic asylum, in which he records that the experience gained during 1892 confirms the view he had previously formed that syphilitic brain disease is becoming more frequent. He states that "the admissions into this asylum showing undoubted signs of present or past syphilis were 4 per cent. of all admissions in 1890, 6.50 per cent. in 1891, and 18 per cent. in 1892."

3. I may take this opportunity of soliciting your Lordship's advice as to what steps should be taken in regard to a practice now found to exist in the colony, in accordance with which inmates of brothels are put into "dying houses" and are left without adequate medical treatment. Each brothel-keeper pays 50 or 60 cents a month for the privilege of putting any one of their inmates into these houses when she becomes so ill as to be likely to die or is about to

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become

31 October 1892.
31 January 1893.

3

become a mother. It is reported that in some cases the woman has died in labour with the child partly born.

4. I propose to introduce legislation requiring the registration of these "dying houses" and for their inspection, but I should be glad to know whether your Lordship would approve of an obligation being placed by law on the keepers of brothels with regard to providing competent medical advice and treatment for the inmates of brothels while in the brothels and in the "dying houses." Hitherto, under instructions from your Lordship's department, this Government has carefully abstained from imposing any regulations regarding the medical treatment of the sick inmates of brothels.

I have, &c.
(signed) Cecil C. Smith.

Enclosure 1 in No. 15.

The Acting Principal Civil Medical Officer to the Colonial Secretary.

Office of the Principal Civil Medical Officer,
Straits Settlements, Singapore,
31st October 1892.

Sir,

I HAVE the honour to forward the following Report on the work done in the three settlements in connection with the examination and treatment of women who formerly came under the compulsory clauses of the C.D.O. during the third quarter of 1892 :—

2. *Singapore*.—The number of women who voluntarily came up for examination was 24, viz. :—One European, 18 Japanese, three Chinese, and two Malays, all of whom were found diseased.

There were 47 admissions into hospital as against 32 during the previous quarter, of which three were of Europeans, 27 of Japanese, eight of Chinese, eight of Malays, and one of a native of India.

Twenty-two applications were made for outdoor treatment by one European, 17 Japanese, and four Chinese.

3. *Penang*.—No women freely and voluntarily presented themselves for examination.

There were 44 admissions, 29 of which were due to venereal disease.

4. *Malacca*.—No women have been admitted for examination or treatment during the period.

I am, &c.
(signed) T. C. Mugliston,
Acting Principal Civil Medical Officer, S.S.

The Honourable
The Colonial Secretary, S.S.

Enclosure 2 in No. 15.

The Principal Civil Medical Officer to the Colonial Secretary.

Office of the Principal Civil Medical Officer,
Straits Settlements, Singapore,
31st January 1893.

Sir,

I HAVE the honour to submit the following Report on the work done in the three settlements in connection with the examination and treatment of women who formerly came under the compulsory clauses of the C.D.O. for the last quarter of 1892 :—

2. *Singapore*.—Twenty-eight women "freely and voluntarily" came up for examination, of whom two were Europeans, 23 Japanese, two Chinese, and one a native of India; 25 of these were found diseased.

3. The admissions into hospital numbered 46, of which three were of Europeans, 24 of Japanese, 12 of Chinese, five of Malays, and two of natives of India.

4. One of the Europeans was admitted suffering from syphilis and leprosy; she is now being treated in the Lock Hospital, and will be transferred to the new

new ward for female lepers at the Leper Asylum, Balestier Plain, as soon as it is ready for occupation.

5. Twenty-two applications for outdoor treatment were made by six Europeans, 11 Japanese, and five Chinese.

6. *Penang*.—No women “freely and voluntarily” presented themselves for examination.

7. There were 42 admissions, 29 of which were due to venereal disease.

8. *Malacca*.—No women “freely and voluntarily” came up for examination during the last quarter of 1892.

I have, &c.

The Honourable
The Colonial Secretary, S.S.

(signed) *Max. F. Simon*,
Principal Civil Medical Officer, S.S.

Enclosure 3 in No. 15.

KANDANG KERBAN HOSPITAL, SINGAPORE.

YEAR.	Voluntarily came up for Examination.					Admissions to Hospital.					Applications for Out-door Treatment.					Grand Total of all Treated.
	European.	Japanese.	Chinese.	All other Nationalities.	Total.	European.	Japanese.	Chinese.	All other Nationalities.	Total.	European.	Japanese.	Chinese.	All other Nationalities.	Total.	
1888	180	1,596	87	32	1,895	16	53	4	1	74	45	36	11	5	97	2,066
1889	31	209	10	2	252	13	107	—	2	122	40	96	—	3	139	513
1890	43	538*	14	—	590	3	114	4	1	122	28	64	4	—	96	808
1891	24	47	3	—	74	3	68	9	8	88	56	60	2	5	132	294
1892	6	16	7	—	29	7	85	34	23	149	11	71	15	1	98	276

* In 1890 the Japanese prostitutes understood that it was necessary to get certificates, and they obtained them from the Colonial Surgeon until the system was stopped.

Singapore,
21 February 1893.

(signed) *T. C. Mugliston*,
Colonial Surgeon.

PENANG.

YEAR.	Voluntarily came up for Examination.					Admissions to Hospital.					Applications for Out-door Relief.					Grand Total of all Treated.
	European.	Japanese.	Chinese.	All other Nationalities.	Total.	European.	Japanese.	Chinese.	All other Nationalities.	Total.	European.	Japanese.	Chinese.	All other Nationalities.	Total.	
1888	—	—	—	—	—	—	107	1	1	109	6	2	3	1	12	121
1889	—	—	—	—	—	1	33	11	—	45	—	2	2	4	8	53
1890	—	—	—	—	—	—	35	40	7	82	—	26	4	3	33	115
1891	—	—	—	—	—	—	54	57	3	114	—	7	8	6	21	135
1892	—	—	—	—	—	—	59	92	5	156	—	6	1	8	15	171

(signed) *W. O'Sullivan*,
Acting Colonial Surgeon.

RETURN RELATING TO

MALACCA.

YEAR.	Voluntarily came up for Examination,					Admissions to Hospital.					Applications for Out-door Treatment.					Grand Total of all Totals.
	European.	Japanese.	Chinese.	All other Nationalities.	Total.	Europeans.	Japanese.	Chinese.	All other Nationalities.	Total.	Europeans.	Japanese.	Chinese.	All other Nationalities.	Total.	
1888 - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1889 - - -	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
1890 - - -	-	-	-	-	-	-	2	1	-	3	-	-	1	-	1	4
1891 - - -	-	-	-	-	-	-	1	-	-	1	-	2	-	-	2	3
1892 - - -	-	-	-	-	-	-	-	1	-	1	-	-	1	-	1	1

(signed) G. D. Freer,
Acting Colonial Surgeon.

THE WOMEN AND GIRLS' PROTECTION ORDINANCE.

YEARLY AVERAGE NUMBER of WOMEN registered as PROSTITUTES in SINGAPORE, PENANG, and MALACCA.

	YEARS.			
	1889.	1890.	1891.	1892.
Singapore - - - -	2,075	2,190	1,970	1,908
Penang - - - -	1,445	1,188	1,167	986
Malacca - - - -	121	103	112	115

(signed) F. Powell,
Protector of Chinese, S.S.

Enclosure 4 in No. 15.

EXTRACT from the ANNUAL MEDICAL REPORT on the STRAITS SETTLEMENTS CIVIL HOSPITALS for the year 1892.

9. The admissions for venereal diseases to the various hospitals were not so numerous in 1892 as in 1891, but they bear about the same proportion to the whole number of patients treated for the year. Six hundred and eighty-two patients were admitted for secondary syphilis alone, and 37 of these died. Singapore is the only settlement in which any women freely and voluntarily presented themselves for examination in 1892; 95 women so presented themselves, and of these 83 were found to be diseased, a proportion of 87·4 per cent., as against 74·5 per cent. in 1891, and 28·29 per cent. in 1890. It is not necessary to make any comments on these facts and figures.

Enclosure 5 in No. 15.

EXTRACT from ANNUAL REPORT on the LUNATIC ASYLUM, SINGAPORE,
for 1892.

In my Report for 1891 I remarked that cases of syphilitic brain disease were becoming more frequent, and experience gained during 1892 confirms this view. The admissions into this Asylum showing undoubted signs of present, or past, syphilis were 4 per cent. of all admissions in 1890, 6·50 per cent. in 1891, and 18 per cent. in 1892. Of course, there is no doubt that the insanity in many of these cases was due to other causes than syphilis (and one must never forget that syphilis may coexist with any form of insanity and have nothing to do with it as a causative element); but on the other hand a large number showed clinical symptoms of syphilitic insanity, whilst in some no satisfactory diagnosis could be made one way or the other. Also, in my last year's Report, I mentioned that we had admitted two Chinamen suffering from a form of insanity suspiciously like general paralysis of the insane, the diagnosis resting between that disease and syphilitic insanity (alcoholism could be negatived). These were the first Asiatics that I had seen with symptoms at all simulating general paralysis, and they were carefully watched. In neither case did the mental or physical symptoms of general paralysis advance, nor was the sequence of events such as is seen in that disease. Eventually the cases were considered syphilitic, and the diagnosis was verified post-mortem.

STRAITS SETTLEMENTS.

— No. 16 —

Sir C. C. Smith to the Marquess of Ripon.

(Received 29 May 1893.)

(Answered by No. 19.)

Government House, Penang,

27 April 1893.

My Lord,

IN compliance with the instructions contained in your Lordship's Despatch of the 17th March,* I have caused an amending Ordinance to be prepared for abolishing the registration and inspection of brothels, and I enclose the draft herewith. *No. 12.

2. I do not gather that your Lordship desires any observations from me on the proposed alteration in the law.

3. I regret to have to state that I cannot suggest any consequential amendments which would in any way tend to secure to the inmates of brothels the protection which they now receive, and, with the utmost deference to your Lordship, unquestionably receive, through the existing system of registration and inspection of the houses in which they live.

4. I was not aware that Parliament had recognised any policy on the subject under consideration. It would be of great assistance to this Government if I could be supplied, for the information of the Legislative Council when the amending Ordinance is before it, with references to the debates. I should also be glad to be furnished with any arguments in favour of discontinuing the system of registration and inspection of brothels, because I must confess that I have none of my own to bring forward in support of the proposed measure.

I am, &c.

(signed) Cecil C. Smith.

STRAITS
SETTLEMENTS.

Enclosure in No. 16.

AN Ordinance to further amend "The Women and Girls' Protection Ordinance, 1888."

It is hereby enacted, &c.

1. (1.) This Ordinance may be cited as The Women and Girls' Protection Ordinance Amendment Ordinance, 1893.

(2.) The Women and Girls' Protection Ordinance, 1888, is hereinafter referred to as the principal Ordinance.

(3.) Any copy of the principal Ordinance printed after the commencement of this Ordinance may be printed with the additions, omissions, substitutions, and amendments required and made as well by this Ordinance as by the Women and Girls' Protection Ordinance Amendment Ordinance, 1890, and the Women and Girls' Protection Ordinance Amendment Ordinance, 1891.

2. Section 3 of the principal Ordinance shall be amended by the omission of the definition of "owner of a brothel."

3. Section 10 of the principal Ordinance shall be repealed.

4. The word "registered" in Sections 12 and 14 of the principal Ordinance shall be omitted.

5. Clauses (a), (b), and (c) of Sub-section (1) of Section 18 shall be repealed.

HONG KONG.

HONG KONG.

— No. 17 —

Sir *William Robinson* to the Marquess of *Ripon*.

(Received 26th July 1893.)

(Answered by No. 21.)

Government House, Hong Kong,
17 June 1893.

*No. 13.

My Lord Marquess,

IN reply to your Lordship's Despatch of the 17th March last,* I have the honour to forward copies of the following documents:—

Enclosure 1.

(a) Draft Bill, entitled "An Ordinance to further amend Ordinance "No. 11 of 1890, entitled 'The Women and Girls' Protection Ordinance "of 1890,' and to amend Ordinance No. 14 of 1891 (amending "Ordinance No. 11 of 1890)";

(b) Minute on the above by the Attorney General;

(c) Report by the Colonial Surgeon on the subject of the periodical examination of women;

(d) Coroner's Report on the case of suicide, alluded to in Paragraph 4 of your Lordship's Despatch;

(e) Report by the Assistant Registrar General on two other similar cases of suicide, which have recently occurred;

(f) Minute by the Registrar General, Mr. Lockhart, on the question of abolishing the registration of brothels;

(g) Annexure to the above Minute.

As your Lordship was made aware by my Despatch of the 20th of May last,† Mr. Lockhart is proceeding to England on special leave, and will be prepared, should your Lordship so desire, to state his views personally on the subject.

I am, &c.,
(signed) *William Robinson*.

Enclosure 2.
9th May 1893.

Enclosure 3.
26th April 1893.

Enclosure 4.
27th April 1893.

Enclosure 5.
16th May 1893.

Enclosure 6.
12th June 1893.

Sub-Enclosure to
Enclosure 6.

†Not printed.

Enclosure 1 in No. 17.

DRAFT Bill entitled an Ordinance to further amend Ordinance No. 11 of 1890, entitled "The Women and Girls' Protection Ordinance, 1890," and to amend Ordinance No. 14 of 1891 (amending Ordinance No. 11 of 1890).

WHEREAS it is expedient to abolish the present system of registration and inspection of brothels. Be it enacted by the Governor of Hong Kong, with the advice and consent of the Legislative Council thereof, as follows:—

1. Section 21 and Clauses (a), (b), and (c) of Sub-section (1) of Section 33 of Ordinance No. 11 of 1890, and all rules and regulations made for or in respect of any of the purposes or matters in the said clauses mentioned, and Section 3 of Ordinance No. 14 of 1891, are hereby repealed; but such repeal shall not apply to or in respect of any offence, act, or thing committed or done or omitted before the commencement of this Ordinance, and every such offence, act, or thing shall, after and notwithstanding the commencement of this Ordinance, have the same consequence and effect as if this Ordinance had not been passed. Repeals.

2. The word "registered" in Section 25 of Ordinance 11 of 1890 is hereby expunged. Amendment of Section 25 of Ordinance 11 of 1890.

3. In lieu of Sub-section (2) of Section 23 of Ordinance 11 of 1890 the words following shall be substituted, viz.:— Substitution of new Sub-section (2) of Section 23 of Ordinance 11 of 1890.

The Registrar General or any officer appointed under this Ordinance and authorised for that purpose in writing by the Registrar General, shall have power to enter at all times into any brothel, and the Registrar General and any officer so authorised as aforesaid shall have power without warrant to enter at all times into and upon, and if necessary to break into, any house, building, junk, boat or other place reasonably suspected of being a brothel, and to arrest any person who shall appear to act or behave himself as the person having the care or management of such house, building, junk, boat or other place so suspected as aforesaid.

4. This Ordinance shall be construed in the same way as Ordinance No. 11 of 1890. Construction.

5. This Ordinance may be cited as "The Women and Girls' Protection Further Amendment Ordinance 1893." Short Title.

Enclosure 2 in No. 17.

MINUTE by the *Attorney General*.

Hon. Col. Secretary,

HEREWITH draft Bill. I have carried out the instructions, but I would suggest reference to the Registrar General whom I have seen, and who would like to consult with the Chinese. He might also be asked whether he can suggest any other "consequential amendments" (see passage I have underlined in pencil on page 3 of the despatch of the Secretary of State of 17th April 1893).

In England, 25 Geo. II, c. 36 (see Sections 5, 6 and 7, &c., &c.), applies to brothels which are classed as disorderly houses. That Act would, I take it, hardly apply here, and when Section 21, Sub-section 3 of Ordinance 11 of 1890 is repealed, do the Home Authorities desire that all brothels should be illegal, or are they, in a way, to be allowed if properly conducted?

(signed) *W. M. Goodman,*
Attorney General.

9 May 1893.

HONG KONG.

Enclosure 3 in No. 17.

Colonial Surgeon to Colonial Secretary.

Government Civil Hospital, Hong Kong,
26 April 1893.

Sir,

I HAVE the honour to acknowledge the receipt of your letter dated the 21st April, with enclosed extract from the Secretary of State's Despatch, dated 17th March 1893.

In reply, I gather from the wording of this despatch, that the Secretary of State is labouring under the misapprehension that the women of the Chinese brothels and those for Europeans are similarly situated. This needs explanation, and as his Lordship gives six months for his instructions to be carried out, it would be as well that what I have to say should be placed before him before further steps are taken, and then if he still desires these instructions should be proceeded with, they can be carried out at once.

The women of the Chinese brothels speak no language but their own; they see no Europeans who can speak their language with the exception of the police who may have occasion to enter these houses on duty, such as a disturbance occurring on a suicide, as sometimes happens among the women; no Europeans are admitted into their houses. They were never brought under the law of the Contagious Diseases Ordinance, and know nothing about the European Hospital for Women. If any one of these becomes diseased, they are sent off to Canton, and their departure notified to the Registrar General, before whom every woman is brought before she enters a brothel to ascertain if she does so of her own free will.

On the other hand, the Chinese women in the brothels for Europeans all speak English more or less fluently—they pick it up readily if not acquainted with it before they enter one of these brothels; many of them are able to make themselves understood in more than one European language. Many of them are half castes. They were under the law of the Contagious Diseases Ordinance for thirty years before it was abolished. They well understand their rights, and are instructed by the Registrar General before whom they are brought, before entering a brothel, that they are free agents, and are not obliged to attend examinations or go to hospital. They see no one at the hospital except the matron and myself and their friends who visit them if they wish to stay. If not confined to their beds they are at liberty to go and see their friends during the day, they are always made to understand that their stay in hospital is not compulsory.

They are well acquainted with the risks of their profession, and *that they may become diseased without knowing it* until the disease has reached an advanced stage entailing a long period of sickness, which, if they had been warned of earlier, might have been prevented. They see friends, or other women, who come in from sly brothels to the hospital laid up for months or perhaps die from the effects of severe attacks of syphilis. They see other friends who have been warned in time not needing to remain in hospital but visiting it as out-patients.

It was for these reasons that these women petitioned that the examinations might still be continued after the Ordinance was abolished. For while the law was still in force those who were detained in hospital were always allowed to see any friend who came to visit them in the afternoon every day, and those women who had never been diseased learned to appreciate the necessity of getting treated as early as possible to avoid being laid up for weeks, if not months.

This is the reason for their regular attendance, and the care that has been taken not to suggest their going into hospital unless absolutely necessary for their own good has made them more regular year by year since the abolition of forced attendance.

I am certain if the instructions of the Secretary of State were carried out they would regard it as a great piece of cruelty instead of kindness.

The Japanese women understand this also, for in their own country they have the Contagious Diseases Law much more strictly enforced than it has ever been here, for a woman who must have known she was diseased, and has diseased a man, is punished for the offence. They are more anxious to be

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looked after than even the Chinese women. Often they come to the hospital after I have gone and request to be admitted and the matron to look after them until I can see them the following day.

I think if this explanation is laid before the Secretary of State, he may see reasons for revoking his decision that they should not attend for periodical examination unless they thought themselves diseased.

The Honourable
The Colonial Secretary.

I have, &c.
(signed) P. B. C. Ayres,
Colonial Surgeon.

Enclosure 4 in No. 17.

Police Magistrate to Colonial Secretary.

Sir, Magistracy, Hong Kong, 27 April 1893.

I HAVE the honour to acknowledge the receipt of your letter, of the 21st instant, enclosing for Report extract from Secretary of State's Despatch of the 17th of March 1893, regarding a case of suicide that occurred in a brothel in October last year.

The name of the deceased was Chan Ngan-kin. She was an inmate of the Tak Heung brothel in Possession-street, and at the time of her death was nineteen years old. She was registered as a prostitute in this brothel on the 23rd of December 1890. When registering her name she said she had no pocket-mother, that her parents were both dead, and that she became a prostitute of her own free will.

The inspector said that that was the description of themselves that nearly all prostitutes give, and that it was very rarely that it was true.

The further evidence went to prove that she and a young man named Tso Tung-shan were mutually attached to each other, that he was anxious to redeem her, and that she was desirous of being redeemed, but that the price asked, two thousand three hundred dollars, was more than he was willing to give, though he was willing to give two thousand dollars.

The young man was with her at the time of her death, and there is little doubt that his inability to redeem her caused her to commit suicide, though it was not positively so stated at the inquest. The pocket-mother was not produced, and there was a general disposition on the part of the Chinese witnesses to withhold information.

It is not quite correct to speak of the brothel-keeper as demanding redemption money. The person whose property the prostitute is is the pocket-mother, that is to say, the purchaser of the girl. Nearly every prostitute has her own pocket-mother, and she it is who has sole control over the prostitute's movements. All the earnings go to her, and the redemption money when redemption takes place. The "brothel-keeper" is a creation of the Government, and the term has, I think, led to some misappreciation of the actual state of things. It is true that, being registered by the Government, she becomes in a manner responsible for the proper conduct of the establishment, but the property in the girls does not rest in her, except in the case of the two or three girls to whom she may herself be pocket-mother, that is to say, whom she may herself have purchased. The pocket-mothers are the real proprietresses of their purchases, and a brothel-keeper would not regard herself as in any way connected with such girls, beyond the obligation devolving upon her of registering the inmates of the house of which she, as tenant or owner, was the proprietress. A Chinese brothel is in fact merely a collection under one roof of several different establishments, consisting of the pocket-mothers and their purchases, the pocket-mothers for the most part being the body-servants of their charges, and administering to their daily wants, though in reality their mistresses and their absolute owners.

I drew up a detailed account of these places for my own information some two or three years ago, and beg now to enclose it for reference if required, with a request that it may be returned to me. I believe a copy of the Report was forwarded to the Secretary of State by Sir Francis Fleming.

Hon. G. T. M. O'Brien, C.M.G.
Colonial Secretary.

I have, &c.
(signed) H. E. Wodehouse,
Police Magistrate.

Enclosure 5 in No. 17.

REPORT on the Suicide of Ip S6, and on that of Tam Tsoi.

Ip S6 at the time of her death was about 26 years old. She was married and had one child, a son aged about four or five years. Her husband and her child lived in China with her mother-in-law. They were in poor circumstances, and it was to support them that she became a prostitute.

(A similar case was brought to the notice of the Registrar-General the other day. A woman, aged 30, wished to enter a brothel, and on inquiries being made it was found that she was a widow with one son, and an old mother-in-law, who were dependent on her.)

Ip S6 was in the habit of sending money home every month and in case she failed to do so her mother-in-law used to come to Hong Kong to get what money she could from her.

According to the register kept in this office, Ip S6 arrived in the colony on the 9th of August 1891, and entered registered brothel No. 106. On the 14th of September she removed to registered brothel No. 150, and on the 18th August 1892 removed to brothel No. 213, where she remained until the 6th October 1892, when she entered brothel 177, of which brothel she was an inmate at the time of her death.

I find from the book kept by the mistress of the brothel, to show what sums are due to her from the prostitutes, that a man, whose name is given as Molo—a slang Chinese term for a native of India—in this case probably a nickname given him, because he was dark-skinned, passed the night of the 25th and 28th March, and of the 11th, 12th, 14th, and 16th April with Ip S6. He is said to have been the visitor referred to in the evidence given at the inquest; but the book, which is written up each morning, does not show that.

It was known by the inmates of the other brothels in the same street that this man owed Ip S6 money, and that he had promised to give her a present, and it is currently believed that Ip S6 only intended to frighten him into paying her by taking a small dose of opium, and that she took the overdose by mistake.

No other reason for her act has been suggested.

The man Molo—his real name is unknown—was employed in a gambling house in Chinese Kowloon. He was well-known to the prostitutes in the neighbouring brothels, and was in the habit of passing the night in a brothel in Hong Kong, and taking some of the inmates the next morning to Kowloon to gamble.

Tám T'soi.

According to the register, Tám T'soi entered brothel No. 110 on the 10th of September 1887, having arrived in the colony a few days previously. She left on the 7th November for Canton. On the 25th February 1889 she returned and entered brothel No. 59. On the 7th June she removed to brothel No. 80, and thence on the 11th September to brothel No. 184, where she took opium. She was 23 at the time of her death.

Towards the end of last year, and at the commencement of this, she was visited frequently by a Chinese gentleman, Mr. T's6 Sik-tsan. Mr. T's6 proposed to marry her as his concubine, but as he was unable to come to terms with Tám T'soi's owner, who demanded \$1,300, he discontinued his visits. The negotiations were broken off in January. On the evening of the 17th of April Mr. T's6, who was dining at a restaurant, received a message from Tám T'soi asking him to go and see her. He declined to go, and next morning Tám T'soi committed suicide. It is generally believed that she did so from disappointment at not being permitted to marry Mr. T's6.

Mr. T's6 is elder brother of Mr. T's6 Tung, the gentleman whom the woman who committed suicide in the Tak-Heung brothel last year, wished to marry.

Tám T'soi's owner was a woman named Tai S6, who used to act occasionally as her servant, and is living in Hong Kong. She was owner of another girl, A. Shing, who was in the same brothel, and ran away last year to live with a man without any redemption money being paid to her owner.

In neither of these two cases has it been possible to obtain any information, beyond what was given at the inquest, from the mistresses or servants in the brothels, and I have been compelled to rely entirely on the report of the chief district watchman, who was instructed to make inquiries. I do not, however, think that there is any reason to doubt its accuracy.

The inquest had been closed some days before he commenced his investigations, and he was enabled to obtain directly the information given above, without anyone suspecting that the inquiries were being made on behalf of the Government, but later, when he endeavoured to obtain further information on some points, he found that it had become known that he was acting officially, and that it was impossible to persuade anyone to speak with him on the subject.

(signed) *A. W. Brewin,*
Acting Assistant Registrar General.

16 May 1893.

Enclosure 6 in No. 17.

MINUTE by the Registrar General.

I HAVE brought the question of the abolition of the registration of brothels to the notice of the members of the District Watchmen's Committee, who are among the leading members of the Chinese community, and I now forward herewith a representation on the subject drawn up by them.

It will be seen that in this representation it is pointed out that the abolition of registration will result in the keepers of brothels having more control than at present over inmates; that inmates will not be so well off as under the present system, and will have no opportunity, as they now have, of becoming acquainted with their rights of freedom; that the colony will be overrun with brothels unless they are confined, as at present, to certain neighbourhoods; and that this will lead to a decrease in the numbers of Chinese families residing in the colony. I do not propose at the present time to discuss this question, as I can avail myself of the opportunity when at home to give my views, if they are desired, to the authorities at the Colonial Office. I would, however, like to state that I think the views of the Chinese, as expressed in their representation, are worthy of serious consideration. If his Excellency has no objection, I would suggest that this representation be forwarded to the Secretary of State, who might be informed that I shall be prepared, if wanted, to discuss the matter, and to offer any explanations that may be required when I am in England.

(signed) *J. H. Stewart Lockhart,*
Registrar General.

12 June 1893.

Sir,

Hong Kong, 10 June 1893.

As we understand that it is the intention of the Government to abolish the registration of brothels in this colony, we have the honour to request that you will kindly lay our views on the subject before the Governor, in the hope that his Excellency may be pleased to lay them before the Secretary of State for the Colonies.

The system of registering brothels has existed in this colony for many years. It was introduced with the object of giving the unfortunate women who have entered on a life of ill-fame an opportunity of availing themselves of the right of freedom which belongs to all persons, regardless of nationality, who live on British territory, and of abandoning a life of shame, should they desire to do so. For many years past no woman or girl has been allowed to enter a brothel until she has declared to the Registrar General that she is doing so of her own free will, and after it has been explained to her that she is a free agent, and at liberty to act as she likes. We are certain that if this system, which has undoubtedly had a good effect in the past in protecting the liberty of women and girls, be abolished, many abuses will arise, and that women and girls will be made to enter brothels who might have been rescued if they had had, as under the present system, an opportunity of escaping from the clutches of those who treat them as mere chattels. It may be argued that under the present system abuses

HONG KONG.

exist. It cannot be denied that such is the case, but we submit that that is no argument for its abolition. We fear that it is impossible to eradicate all abuses in connection with brothels, but we have no hesitation in stating that these abuses have been minimised in Hong Kong by the present system of registration, and that the inmates of brothels are learning more and more that they are free. Under the present system, too, the proper treatment of prostitutes is better secured than it would otherwise be. The inmates of brothels now know that through the Registrar General the protection of the Government is accorded to them, and that they can at any time complain to him. But if brothels can be opened, and inmates put in them without ever having an opportunity of seeing a Government officer before they go there, they will feel that the word of the keeper is law, and that they must obey her. Brothel-keepers under the present system know that if they maltreat the inmates they have everything to lose and nothing to gain. They are therefore afraid to maltreat them, and, as a consequence, the life of an inmate of a brothel, so long as the inmate is in Hong Kong, is one of less hardship than in China. Under the present system of registration the power of the brothel-keeper is greatly reduced. By abolishing the present system the brothel-keeper will become all-powerful, and it is easy to foresee what a life of hardship will be that of inmates under such circumstances.

Another point to which we wish to invite attention is that, at present, brothels are confined to particular neighbourhoods, whereas it is now proposed, we understand, to remove that restriction, and to allow brothels to be opened anywhere and everywhere. We most sincerely trust, in the interest of the morality of this colony, that the old restriction may be allowed to remain. If it is done away with, we have no hesitation in saying that family life among the Chinese will decrease rapidly in this colony. Who will care to bring his female relations to live in, or even to visit, Hong Kong when there may be next door to him a brothel? Who will care to invest in property in Hong Kong, when any unscrupulous person may depreciate it by opening brothels in its immediate neighbourhood? In China there exists with regard to brothels the principle of local option. As that is a principle not yet in force in this colony, we trust that the excellent rule restricting brothels to certain neighbourhoods may be allowed to remain as at present.

To sum up, if the present system of registration be abolished inmates of brothels are almost certain to remain ignorant of their freedom, many women and girls, who might have been rescued, will be forced to continue a life of shame, the traffic in human beings will increase, the power of brothel-keepers will be enhanced, and with increased power will come increased opportunities of maltreating inmates; brothels will be scattered all over the colony, to the annoyance of respectable families, who will be compelled to leave Hong Kong.

In conclusion, we beg to state that we have written strongly on this matter because we feel that we should have been failing in our duty to the Government and to the community generally unless we had given our views on a matter which peculiarly affects the Chinese, and is of importance to the welfare of Hong Kong, and on which we, from experience of our own countrymen, are qualified to express an opinion. While apologising for having discussed it at such great length, we trust that our representations may lead to the present system of registration being retained.

We have, &c.

(signed) *Ho Kai.*
Wei A-yuk.
Leung Pui Chi.
Lan Yum Chuen.
Li Yuk Hing.
Yip Chuk Kai.
Chun Lan Pó.
Cheung sz Kai.
Pun Wing Chuen.
Choa Chee Bee.
Lan Wai Chuen.
Ho Fook.

District Watchmen's Committee.

F I J I.

FIJI.

— No. 18. —

Sir *John B. Thurston* to the Marquess of *Ripon*.

(Received 28th February 1894.)

EXTRACT.

Government House, Suva, Fiji,
17 January 1894.

I HAVE the honour to forward herewith, for Her Most Gracious Majesty's allowance, Ordinance

No. 10.—To repeal the Contagious Diseases Ordinance.

Enclosure in No. 18.

FIJI.—No. X, 1893.

AN ORDINANCE (enacted by the Governor of the Colony of Fiji, with the advice and consent of the Legislative Council thereof) to repeal the Contagious Diseases Ordinances, 1882 and 1885.

[L.S.] (signed) *John B. Thurston*.

14 December 1893.

BE it enacted by the Governor, with the advice and consent of the Legislative Council, as follows:—

1. From and after the passing of this Ordinance the Contagious Diseases Ordinances, 1882 and 1885, are hereby repealed.

Contagious
Diseases Ord-
nances repealed.

Passed in Council this thirtieth day of November, in the year of our Lord one thousand eight hundred and ninety three.

STRAITS SETTLEMENTS.

STRAITS
SETTLEMENTS.

— No. 19. —

The Marquess of *Ripon* to Sir *C. H. B. Mitchell*.

Sir, Downing-street, 17 April 1894.

I HAVE carefully considered your predecessor's Despatch of 27th April 1893,* regarding the proposed abolition of the system of brothel registration, together with a Despatch from the Governor of Hong Kong on the same subject.

*No. 16.

2. I regret to differ from the views expressed by Sir C. Smith as to the advantages of this system, but it appears to me, from perusal of the annual Reports of the Protector of the Chinese, that the women who obtain their freedom through the Chinese Protectorate are helped mainly by the fact that, on first arrival in the colony, their position as free agents was explained to them, under the operation of the Ordinance (4 of 1880) for the protection of Chinese immigrants, and I am not satisfied that the registration and inspection

of brothels have materially improved their position, or that the abolition of the system will injure them. I must therefore adhere to my decision that the system should be abolished.

3. At the same time I shall be glad to consider favourably any improvement of the law which you may recommend in order to secure the freedom of the inmates of brothels, and also to prevent disorderly conduct, and the annoyance of persons residing in their neighbourhood.

4. Sir Cecil Smith asked, in the Despatch under acknowledgment, for references to the occasions on which Parliament had expressed its policy on this subject. On this point I may refer you to the Act repealing the Imperial "Contagious Diseases Acts," and to the Resolution passed (*nem. con.*) in the House of Commons on 5th June 1888, condemning the licensing and regulation of prostitution in India, and to the Criminal Law Amendment Act, 1885, Part II. of which strengthened the law for the suppression of brothels.

5. I consider that the new Ordinance, while repealing Section 10 of Ordinance No. 14 of 1888, which provided for the registration and regulation of brothels, should substitute a clause providing for the suppression of brothels on the complaint of neighbours, which might be on the lines of the following clause, contained in Indian Act, XXI. of 1857.

"Section 14.—On the complaint of three or more householders that a house "in their immediate neighbourhood is used as a common brothel, or lodging-house for prostitutes or disorderly persons of any description, to the "annoyance of the respectable inhabitants of the vicinity, the magistrate "may summon the owner or tenant of the house to answer the complaint, and "on being satisfied that the house is so used, and is therefore a source of "annoyance and offence to the neighbours, may order the owner or tenant to "discontinue such use of it, and if he shall fail to comply with such order "within five days, may impose upon him a fine to the extent of 25 rupees for "every day thereafter that the house shall be so used."

6. The draft Ordinance submitted in the Despatch under acknowledgment should be further modified in the following respects:—

(1.) By the omission of Section 2, since there is no need to cut out the definition of "owner of a brothel" contained in the Ordinance of 1888.

(2.) And instead of Section 4, I think it better that a section should be introduced repealing Section 14 and Sub-section (2) of Section 12 of the Ordinance of 1888, and amending Section 13 of that Ordinance by inserting at the end of Sub-section (1), the words "and also, if so required by the Protector, to produce such woman or girl in the absence of reasonable excuse, proof whereof shall lie on the accused." My reason for suggesting the repeal of Sub-section (2) of Section 12 of the Ordinance of 1888 is, because it confers powers which seem to me capable of serious abuse by the inspectors, and the first sub-section appears to provide all that is required in this direction for the purpose of rescuing women confined against their will.

7. I request you to introduce the proposed Ordinance, amended in respect of the above-mentioned points, as soon as possible.

8. I have also to instruct you, with reference to my Despatch of 30th January *No. 6 in [H.C. 1893,* and to previous correspondence relative to the registration of brothels in Perak and Selangor, to give directions to the Residents to take early steps for abolishing the system in those states, now that it is to be abolished in the Straits Settlements.

No. 6 in [H.C. 1893,
146].
June 1894.

I have, &c.
(signed) Ripon.

STRAITS SETTLEMENTS.

— No. 20. —

The Marquess of Ripon to Sir C. B. H. Mitchell.

Sir,

Downing-street, 17 April 1894.

I DEFERRED replying to Sir C. Smith's Despatch of 15th April 1893,* relative * No. 15.
to the treatment of venereal disease, until I had dealt with the question of
abolishing the system of brothel registration, in regard to which I have now
addressed you in my Despatch of this day's date.† † No. 19.

2. As regards the result of the repeal of the Contagious Diseases Ordinances, I cannot admit that five years is a sufficient time to judge the ultimate effect of the repeal of laws which were in force for twenty years. I regret the small extent to which the advantages of the Government Medical Service have hitherto been availed of by the women who were formerly treated compulsorily under the Contagious Diseases Ordinances, but I note that Dr. Mugliston in his Report on the subject, which forms Appendix E. to the Annual Medical Report for 1892, forwarded in Sir C. Smith's Despatch of 31st July last,‡ observes ‡ Not printed.
that the number of Chinese and Malay women who had sought hospital treatment had materially increased.

3. The increasing percentage of women found diseased among those presenting themselves to be examined (quoted in Enclosure 4 to the Despatch under acknowledgment), viz., 28·29 per cent. in 1890, 74·5 in 1891 and 87·4 in 1892 (when account is taken of the actual number presenting themselves, viz., 590 in 1890, 118 in 1891, and 95* in 1892), represent a decreasing number of diseased women, viz., about 150 in 1890, 90 in 1891, and 83 in 1892. In fact the growing percentage of diseased women among those examined merely tends to show that effect is being given to my predecessor's suggestion, in which I fully concur, that these women should only come up for examination when they are, or believe themselves to be, diseased.

4. With reference to Sir C. Smith's statement, that there is throughout the colony an increasing amount of venereal disease, I can only observe that this is not borne out by the annual Medical Reports, which show a satisfactory improvement in 1892 as compared with 1891 or 1890. The total number treated for these diseases in the various hospitals of the colony in 1890 was 1,974, in 1891 it was 1,857, and in 1892 the number had fallen to 1,671.

5. In reply to the latter part of Sir C. Smith's Despatch under acknowledgment, I have to observe that, as it has been decided to abolish the registration of brothels, it would not be practicable, even if it were otherwise desirable, to compel brothel-keepers to secure proper medical treatment for the inmates of brothels; but in any case there would appear to be no sufficient reason for legislating in this direction for one class of women only (*i.e.*, prostitutes, and chiefly Chinese prostitutes), since it appears from paragraph 15 of the Medical Report for 1891 and paragraph 7 of the Medical Report for 1892, that a reluctance to take advantage of hospital treatment is not peculiar to prostitutes, or to Chinese women, but is common among other Asiatic women of all classes. No Malay woman, and only one Chinese, and comparatively few Indians, are reported to have hitherto applied for admission to the Maternity Hospital. This sort of reluctance, modesty, or prejudice on the part of Oriental women ought not, in my opinion, to be dealt with by any compulsory methods, but can only be gradually overcome by the spread of education and sympathy and mutual understanding, and, possibly more than anything else, by the introduction of women doctors.

6. I should be glad to receive further information in regard to the proposed legislation affecting the so-called "dying-houses," for, as at present advised, I hardly see how any inspection and control of such places could be effectual in preventing abuses.

I have, &c.

(signed) Ripon.

* These figures are taken from Dr. Mugliston's Report above referred to, the figures given in Enclosure 3 to Despatch of 15th April 1893 (No. 15) being apparently incorrect.

HONG KONG.

HONG KONG.

— No. 21. —

The Marquess of Ripon to Sir William Robinson.

Sir,

Downing-street, 17 April 1894.

No. 17. I HAVE had under my careful consideration the documents enclosed in your Despatch of 17th June last, regarding the registration of brothels in Hong Kong, and the periodical medical examination of the inmates of those brothels which are visited by Europeans.

†No. 13. 2. I regret to differ from the views expressed by the Registrar General and the members of the District Watchmen's Committee, as to the advantages of the registration system, and I must adhere to the instructions given in my Despatch of 17th March 1893,† that this system should be abolished.

3. At the same time I shall be glad to consider favourably any improvement of the law which you may recommend with a view to secure the freedom of the women belonging to these establishments, and also to prevent disorderly conduct and the annoyance of persons residing in their neighbourhood.

4. As regards the first point, the question of the liberty of the women, I gather from the nature of the reports, enclosed in your Despatch under acknowledgment, of three sad cases of suicide of inmates of brothels, as well as from communications made by Mr. Lockhart, when he was in this country, that very few, if any, women after once entering a brothel are rescued through the agency of the inspectors, or because the brothels are registered and inspected; although the system may have had the effect of preventing some women from entering these places, because before being registered the women are personally questioned by the Registrar General as to their willingness to enter upon this mode of life, and their liberty is fully explained to them. In the Straits Settlements the same result is effected, independently of the registration system, owing to the provisions of the Ordinance (No. 4 of 1880) for the protection of Chinese immigrants, under which every immigrant is verbally examined on first arrival in the colony. A law of this kind might not be practicable in Hong Kong owing to the nature of the daily traffic between Hong Kong, Macao, and Canton and other places; but it occurs to me that it might be possible to extend and improve the system, which I gather from the Report of the Po Leung Kuk Commission is already in operation, of watching the steamers arriving at Hong Kong, and warning helpless-looking women and girls, and taking them to the office of the Registrar General, when there may be reason for suspecting that they are being brought into the colony for improper purposes or against their will.

5. The powers conferred by Section 23 (2) of Ordinance 11 of 1890,* as amended by Ordinance 14 of 1891†, which it is proposed to retain in Section 3 of the Draft Ordinance, submitted in your Despatch under acknowledgment, seem to me capable of serious abuse by the inspectors employed by the Registrar General. The object is to rescue women confined against their will; and wider powers than are necessary for that purpose are not required and are undesirable. All that is required appears to be contained in Sub-section (1) of Section 23 of Ordinance 11 of 1890, and I think it would be better that Section 3 of the Draft Ordinance should simply repeal Sub-section (2) of Section 23 of the former Ordinance, without substituting any new words.

6. Moreover, the verbal amendment in Section 25 of Ordinance 11 of 1890, provided by Section 2 of the Draft Ordinance, is not in my opinion sufficient. It will be better to repeal Section 25 of the 1890 Ordinance, the form of which is unsuitable to the altered circumstances, and to amend Section 24 by inserting after the words "being inquired into" the following words, namely, "or who without reasonable excuse (proof whereof shall lie on the accused) neglects or refuses to produce such woman or girl when so required by the Registrar General."

7. With

* Enclosure in No. 3.

† Enclosure in No. 7.

HONG KONG.

7. With regard to the statement made in the Memorandum of the District Watchmen's Committee, that when brothels cease to be regulated they "will be scattered all over the colony, to the annoyance of respectable families," I would point out that these places could then be proceeded against under Section 5 of 25 Geo. 2, c. 36, which Act is applied to Hong Kong by Section 7 of Ordinance 12 of 1873; but as proceedings under that Act would be cumbrous and inconvenient, I desire that the new Ordinance, while repealing Section 21 of Ordinance 11 of 1890, which provided for the registration and regulation of brothels, should substitute a clause providing for the suppression of brothels, on the complaint of neighbours, which might be on the lines of the following clause, contained in Indian Act XXI. of 1857:—"On the complaint of three or more householders that a house in their immediate neighbourhood is used as a common brothel or lodging-house for prostitutes or disorderly persons of any description, to the annoyance of the respectable inhabitants of the vicinity, the magistrate may summon the owner or tenant of the house to answer the complaint, and on being satisfied that the house is so used, and is therefore a source of annoyance and offence to the neighbours, may order the owner or tenant to discontinue such use of it, and if he shall fail to comply with such order within five days, may impose upon him a fine to the extent of 25 rupees for every day thereafter that the house shall be so used."

8. I request you to introduce the amending Ordinance, modified as proposed above, as soon as possible.

9. I have considered the Report of the Colonial Surgeon on the subject of the periodical examination of certain prostitutes, which accompanied your Despatch under acknowledgment, but I see no reason to withdraw my instruction that these examinations must be discontinued. I am unable to admit that the submission of the women to such examinations has been, in any real sense of the word, voluntary. I consider there is much force, as bearing on this question in Hong Kong, in the following criticism of the supposed voluntary character of such examinations in Indian cantonments, contained in a Report on the subject by a Commission composed of Indian officials, laid before Parliament last year: "The fact is that the question whether any particular action can be said to be voluntary presents two entirely different aspects, according as it is looked at from the point of view of the official or from that of the woman. The action of the officer may be purely persuasive and entirely free from any tinge of compulsion. But for countless generations the *marzi hákim*, or pleasure of the Governor, and the *hukm hákim*, or order of the Governor, have been equivalent terms in India. . . . Add to this the extraordinary tenacity with which observances, once established, survive in India, and it becomes impossible to say how far a given result is due to the personal influence of an official, how far to his position of authority, and how far to a mere continuation of a traditional observance."

Paragraph 83,
in page 259 of
[C. 7148].

I have, &c.
(signed) *Ripon.*

CONTAGIOUS DISEASES ORDINANCES
(COLONIES).

COPY of Correspondence which has taken place
since that comprised in the PAPER presented to the
HOUSE OF COMMONS in 1890 [H.C. 242] relating to
the Repeal or Enactment of Contagious Diseases
Ordinances and Regulations in the Colonies.

(*Mr. James Stuart.*)

Ordered, by The House of Commons, to be Printed,
5 June 1894.

[*Price 6d.*]

CONTAGIOUS DISEASES REGULATIONS (PERAK AND
MALAY STATES).

RETURN to an Address of the Honourable The House of Commons
dated 30 April 1894;—for,

“ COPY of Correspondence relative to proposed introduction of Contagious
Diseases Regulations in Perak or other Protected Malay States.”

Colonial Office, }
4 June 1894. }

SYDNEY BUXTON.

(*Mr. Walter M'Laren.*)

Ordered, by The House of Commons, to be Printed,
5 June 1894.

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C O N T E N T S.

Serial No.	From or to whom.	Date.	Subject.	Page.
		1891 :		
1	To Sir C. C. Smith -	August 12 - - -	Directs that the Native Administrations should be asked to consider whether the Brothel Registration Fees should not be abolished.	3
2	Sir C. C. Smith - -	October 29 - - - (Received Nov. 30.)	Transmits a Memorandum by the Resident of Perak (Mr. Swettenham) explaining the present system of registering prostitutes, and referring to Order in Council passed, providing for their compulsory examination.	5
		1892 :		
3	To Sir C. C. Smith -	January 7 - - -	Instructs him to disallow the Order of the Perak State Council on the subject of the compulsory examination of prostitutes; the Resident should be directed to again bring the matter of the registration fees under the consideration of the Council, but the Secretary of State will not press his objections if the opinion of the Council is clearly in favour of the retention of the system.	10
4	To Sir C. C. Smith -	November 4 - - -	Expresses Lord Ripon's regret that it has been decided to continue the system of levying fees for the registration of brothels in Perak, and directs that if the system has not been introduced into any other State the Residents should be instructed to refrain from initiating it.	11
5	Sir C. C. Smith - -	December 28 - - - (Received Jan. 23, 1893.)	Reports that instructions have been issued for the abolition of fees on the registration of brothels from 1st January 1893.	13
		1893 :		
6	To Sir C. C. Smith -	January 30 - - -	Expresses satisfaction that orders have been given for the abolition of fees on the registration of brothels.	14
		1894 :		
7	To Sir C. B. H. Mitchell	April 17 - - - (Extract.)	Instructs him to direct the Residents of Perak and Selangor to take early steps for abolishing the system of registration of brothels in those States.	14

COPY of Correspondence relative to proposed introduction of Contagious Diseases Regulations in Perak or other Protected Malay States.

— No. 1. —

Lord Knutsford to Sir C. C. Smith.

Sir, Downing-street, 12 August 1891.

My attention has been drawn to a Government Order in the "Perak Government Gazette" of 8th May last, conveying your approval of certain recommendations relative to the disposal of Brothel Registration Fees in that State.

2. You will remember that, in my Despatch of 2nd July 1887,* I stated that I entertained a very strong opinion that all fees for registration of brothels should be abolished in the Colony, and since that date such fees have been abolished not only in the Straits Settlements but also at Hong Kong.

3. It seems to me undesirable that a different system should prevail in any of the Protected Native States, and the British Residents in Perak and in the other Protected States (if a similar system exists in any of them) should therefore be instructed to bring the matter under the notice of the Native Administrations, and to suggest for consideration whether these registration fees should not be abolished. The Residents should explain that the system of registration of brothels has only been allowed to be maintained in the Colony as a means of securing the protection of the inmates of brothels, and any imposition of fees is objectionable, because (1) it gives to the registration an appearance of licensing, and (2), in so far as it renders registration in any degree burdensome, it tends to encourage secret unregistered brothels, and thus defeats the very object of the registration system. The Residents should report the result of their communications to you, but need not take any more active steps for the present.

4. I presume that no system of compulsory medical examination of prostitutes, or of compulsory detention of venereal patients in Lock Hospitals, is in force in any of the Native States, but I shall be glad to receive from you a report upon these matters.

I have, &c.
(signed) *Knutsford.*

Annexure to No. 1.

EXTRACT from the "Perak Government Gazette" of 8th May 1891.

No. 197.—Disposal of Brothel Registration Fees.—The following report of a committee appointed by the British Resident to examine proposals for the utilisation of the funds derived from the registration of brothels and their inmates is published for general information.

The committee was composed of the Secretary to Government, the State Engineer, the State Surgeon, the Acting Protector of Chinese, Capitan Ah Kwi, Capitan Ah Yam, and Messrs. Li Pih, Ong King Hoh, Lim Ah Kai, and Tai Hi Wun.

His

His Excellency the Governor has been pleased to approve of the recommendations of the committee, and tenders for the construction of the necessary buildings have been called for.

Government Secretary's Office,
Taiping, 5 May 1891.

By Command,
(signed) *W. H. Treacher*,
Secretary to Government.

To the Secretary to Government, Taiping.

Sir,

I AM requested by the committee appointed by the British Resident with instructions to submit proposals as to the best disposition of the balance in hand of the monthly collections of the registration fees of brothels and their inmates, to report as follows:

2. The committee held three meetings, copies of the minutes of which are enclosed.* The first of these contains a summary of previous correspondence on this subject, and the second the committee's recommendations, the most important of which are, briefly—

- (a.) That a home for decrepit, indigent, and pauper Chinese of either sex, domiciled in the State, be opened at Taiping, and, if it prove successful, be extended to other districts.
- (b.) That the experiment of a Lock Ward attached to the Yeng Wah Hospital, Taiping, be tried, and, if successful here, be extended to other districts.
- (c.) That the receipts from the registration of brothels and prostitutes be paid into a separate account in the bank, so that the fund may have the advantage of the interest receivable thereon.
- (d.) That cost of passages to China or the Straits Settlements of deserving poor Chinese people, whose cases have been inquired into by the Chinese Protectorate, be defrayed from the fund.
- (e.) That neither a workhouse nor a training home for destitute girls are at present required, nor could they be satisfactorily worked. The Chinese members of the committee have given careful attention to the consideration of proposals under these heads, and are unanimous in the opinion above expressed, the European members concurring in the view that the time has not arrived for such institutions.

3. The committee would recommend that the actual administration of the fund, on the lines suggested by them, should be left in the hands of the Government.

4. There is an unanimous expression of opinion on the part of the members of the committee that the Government should establish and maintain a leper ward at the charge of the State revenues.

5. I am to point out that the committee are given to understand that the balance of the fund in hand on the 31st January 1890 was \$ 22,606. 14., and that the monthly collections in Larut, Kuala Kangsa, and Krian alone now average about \$ 500 a month.

I have, &c.
(signed) *W. H. Treacher*.
Chairman.

Taiping, 16 July 1890.

— No. 2. —

Sir C. C. Smith to Lord Knutsford.

(Received 30th November 1891.)

Government House, Singapore,
29 October 1891.

My Lord,

I HAVE the honour to acknowledge the receipt of your Lordship's Despatch of the 12th August* on the subject of the levying of fees for the registration of brothels in the Protected Native States.

2. I communicated your Lordship's views to the Resident of Perak, and desired him to report on the subject. I enclose a copy of the very full memorandum which Mr. Swettenham has drawn up, of which I would beg your Lordship's consideration. I have no reason to doubt but that the opinions of the members of the State Councils in the other States would be in accord with those reported in the accompanying paper, and I refrain, therefore, pending further instructions, from calling upon the other Residents to formally obtain them.

16th September
1891.

3. I must confess that it had not occurred to me that there was any desire on your Lordship's part that the policy which had been imposed on the colony regarding brothels and their inmates should be extended to the Protected Native States. It can, of course, be extended, but it will have to be forced on the State Councils, which will be, so far as I can call to mind, an unprecedented interference with their affairs.

4. Compulsory medical examination of prostitutes or compulsory detention of venereal patients is not in force in the Native States. The Perak State Council has, however, passed an Order dealing with that subject on the lines which were for so many years in force here and in Hong Kong. It awaits my consideration and approval before being brought into operation, but in view of this correspondence I shall, I need hardly add, take no action upon the papers until I receive your Lordship's instructions. My sympathies, as your Lordship is aware, are with such legislation, and they are the more strengthened on seeing, as I do here, the terrible results of abolishing compulsory medical examination in this colony. I was again inspecting the Pauper Hospital only the other day. I found that the number of venereal patients had increased from 5·77 per cent. for the year when examination was last compulsory to 12·07 per cent., and the type of the disease is of increased severity and more loathsome in appearance than has been known for many years past.

I have, &c.
(signed) Cecil C. Smith.

Enclosure in No. 2.

The Hon. the Colonial Secretary, S.S.,

I RECEIVED His Excellency's request for a memorandum on the subject of the Secretary of State's Despatch of 12th August 1891, yesterday, while the State Council was sitting, and I took the opportunity of asking the native members to frankly express their individual opinions on the so-called registration or licensing system of prostitutes in this State. Each native member expressed a strong opinion that the existing system could not, without danger, be relaxed, and the Sultan, who spoke last, concurred in that view. The Acting Secretary (Mr. Belfield) and I refrained from expressing any opinion, but I have, on a previous occasion, stated my own views to the Council, and they do not differ from those of the other members.

2. I will

2. I will endeavour to give His Excellency the arguments which yesterday the Malay and Chinese members put forward in support of their opinion.

3. A Malay prostitute in a purely Malay country is an unknown quantity. That is to say, there is no Malay woman who openly declares herself to be a prostitute, who is accessible to all comers, and who lives by prostitution. There being no Malay women of this class in a Malay country, the morals of the people are, in this respect, very lax, and almost every murder amongst Malays, as well as the practice of running *âmok* may be traced, almost without exception, to quarrels of which some man's wife or daughter is the original cause. Even in Perak, for 17 years the residence of Europeans and for a much longer period frequented by Chinese, Tamils, and other Asiatics, there has never been till quite recently a Malay brothel—*i.e.*, a house occupied as the residence of several Malay prostitutes. Up to the present time no steps whatever have been taken to control or interfere with Malay women in Perak. The Malay population is nearly equally divided between males and females, and numbers 96,719.

4. The Chinese male population in Perak numbers 87,376, while the females are 4,687, and of these 863 are prostitutes. Every one of these Chinese prostitutes lives in a brothel with from 4 to 18 others under the control of a master or mistress who "runs" the house as a mercantile speculation. The women are originally brought down from China by procureurs or procuresses of their own nationality, or by relatives or husbands, who sell them to the brothel-keepers for sums varying between \$100 and \$300. Their ages vary from 16 years upwards. Of the Chinese prostitutes that come to Perak by far the majority have already plied their trade in the Straits Settlements, Johor, or the neighbouring Dutch possessions. Chinese brothels were already established in Perak long before the residential system was introduced, but their numbers have increased with prosperity and a larger population.

5. The first Resident in Perak, Mr. J. W. W. Birch, very soon looked into the condition of these unfortunate Chinese women, and either issued, or wished to issue, an order to the effect that they were free to go where they pleased and not bound to their masters. A great outcry was raised; it was pointed out that they would all be taken from the brothels by unscrupulous persons and sold to the first purchaser in Perak or the Straits, or that their masters would immediately remove them to the Straits, where they could be safely detained and made to follow their calling. Consequently, without any precise order on the subject, it came to be recognised that Chinese prostitutes could not leave a brothel until they had paid their debts—*i.e.*, their original purchase price, with additions for food, lodging, loans, and everything else that the ingenuity of their masters could think of. This practice was forbidden by Proclamation, issued through the instrumentality of His Excellency the present Governor (then Colonial Secretary) and Governor Sir F. Weld, in 1880, but the only question at issue then was as to whether the brothel-keepers were to be allowed to detain the prostitutes on account of debts claimed, but probably never contracted, and force the women to repay them by prostitution. Since then Chinese prostitutes in Perak have always been told that they are at liberty to leave the brothels, but, to protect them, it is provided that any man with whom they go must find sureties for his good character and be prepared to produce the woman before the Protector of Chinese when called upon to do so. I attach the correspondence and orders on this subject.

6. The system now in force is this: when a new prostitute arrives in the State she comes with a letter of advice from the Protector of Chinese in Singapore or Penang to the similar officer in Perak; this latter sees that she is produced before him. He carefully questions her as to her desire to follow the occupation of a prostitute, he sees that she is of a sufficient age (over 16), and she is then registered as an inmate of the brothel where she is to reside. When she leaves the State the officers of the Chinese Department have to be informed, and a letter goes to the Protector of Chinese at her destination in the colony. During her stay in the brothel she is always able to appeal to the officers of the Chinese Department or to the police for assistance, and all the brothels are regularly visited and inspected to see that their sanitation is properly

properly cared for and to give the inmates an opportunity of making complaints should they desire it.

7. I have said that the Chinese brothels are all in the towns, that is in the centres of population and mining industry. They are usually confined to one or two streets, and it is there that the Government finds it most necessary to establish a police station, owing to the danger of constant and serious affrays in the brothels. The keepers of these brothels are naturally people of the lowest class, without any scruple. Their houses are a serious danger, unless under very strict control. They are frequented by Chinese of all classes and tribes, but principally by miners, men, who, as a rule, have not been long in this country, who are not brought much in contact with any Government officers, and who do not realise that they live under a foreign Government, except when it is necessary to exercise authority over them. Even a stranger, seeing the streets in which these brothels stand thronged every evening by hundreds and sometimes thousands of Chinese coolies of the lowest class, who have no sympathy with any other race, whose language, and customs and such religion as they profess are entirely foreign to all the other people of the place, will readily understand how quickly disturbances break out and how difficult they are to quell. Chinese of different provinces and different "Sehs" are always ready to fight on the smallest provocation. The brothels bring large numbers of them together at one place, and supply a fruitful cause of quarrel; the result is that to preserve the peace the Government is compelled to keep the tightest possible hand on the brothel-keepers, and the only way to do this that has so far proved successful is by compelling them to take out a license for their houses and the number of prostitutes they maintain, and to pay for them. The fees are in the first instance the proof to those who pay them of our authority, they tend to limit the number of brothels and prostitutes, and prevent numbers of disreputable people from keeping brothels with two or three prostitutes. They also supply a fund from which we shall be able to assist and house indigent Chinese, whether prostitutes or others. It might be also advanced that the fees may properly be taken to contribute towards the extra police protection required by the opening of these houses, and for the medical care of the Chinese who frequent our hospitals after resorting to the brothels. None of the fees have, however, been devoted to any such purpose. It may be said that the same ends can be attained without imposing fees, either for licensing brothels or registering their inmates. I can only say that that is neither the opinion of the Chinese members of council, nor of the Malays, nor my own, after an experience of over 20 years with Eastern people, and I would add that if Western experience and Western ideas are applied as treatment for Eastern ailments the result is not likely to be successful. It is not, perhaps, beside the question to say that the opinions of Western people, who have little or no experience of the East, on such subjects as the opium smoking and gambling of Chinese, however valuable in the abstract, may be no more suitable of application to the people concerned than Western dress or Western ideas on polygamy or the views of Mahomedans in regard to professors of Hinduism or Christianity. The circumstances of our Chinese population are such that, without going into the causes, we have to deal with the fact that it shows an enormous disparity of the sexes. The Chinese prostitute is a necessary evil to save the men of that nationality who cannot afford to marry from a loathsome habit. The prostitutes must come, then, and it is their practice to live in brothels, which constitute a public danger for reasons I have given. The keepers of these brothels are of the worst character, who care nothing, either for the women by whose prostitution they live, or for the Government of their temporary domicile. We must protect the women from their masters and also occasionally from their patrons, and we must protect the patrons against each other for the sake of the public safety. To keep the evil within bounds we insist upon every brothel-keeper taking out a license and paying a fee for it. That is a very considerable check, and to the mind of the Chinaman brings home the fact that there is a real authority in the country. If any good complaint is made the keeper may lose his license and with it a good deal of money; that is a further check. Then for every prostitute he keeps in his brothel he has to pay a fee of 50 cents per mensem, and that makes him more careful still, both to maintain an orderly house and also to see to the

physical comfort and well-being of the prostitutes, who he knows can leave him whenever they please. As I said, the money realised by these fees has never been taken as revenue : a small part of it is used to pay the wages of brothel watchmen, who are always about to prevent disturbances and to assist the prostitutes in case of need, and the rest has been vested in a trust to build a house for sick and destitute Chinese of either sex.

8. In leaving this part of the subject I wish (I.) to lay special stress on the fact that about five-ninths of our male Chinese population are miners, a class unknown in the Straits Settlements and Hong Kong ; they live in the mines, but come into the towns in the evenings in very large numbers. The faction fights which desolated Larut, and in which 2,000 men were killed in a day, originated in a trifling quarrel about a woman. (II.) The registration in Perak is, and is intended to be, licensing. (III.) A secret unregistered brothel has never been discovered in Perak. (IV.) The system now in force has existed for years, and works well except in one respect, which I will mention later.

9. There are Tamil prostitutes in various parts of the State (21 in all) ; some live in brothels, but it is common to find one woman living alone. I have not heard of any case where several women lived together under the care of a master or mistress, as is *invariably* the case with Chinese. The consequence is that the women are free and do not need the same amount of protection, but they differ from Malays in the fact that they are declared prostitutes without other means of livelihood.

10. In the last few years a number of Japanese prostitutes have found their way into the Native States, and they are now established in several towns in Perak. They also are declared prostitutes, and, as a rule, live several in one house (which cannot be described as other than a brothel), usually under the control of a master or mistress. The practice of prostitution is so recognised in Japan that these women appear quite able to take care of themselves and give no trouble. Their coming and departure is, however, notified as in the case of Chinese prostitutes. There are now 24 Japanese prostitutes in Perak.

11. That, I think, completes the information at my disposal concerning the present system of licensing brothels and registering prostitutes. It is a system which has grown up gradually to meet the special circumstances, and has not been copied from regulations to control brothels and prostitutes in other places. The members of the State Council consider the present system good, as far as it goes, and while they are strongly opposed to any alteration which will relax the existing control over the brothel-keepers and prostitutes (and to abolish the fees would, in their opinion, be a step in that direction), they are in favour of gradually introducing compulsory medical examination, mainly in the interests of the prostitutes themselves, who, being ignorant women in a strange country, usually under the control of masters who care for their health and protection only so far as they are made to care, cannot fairly be compared with women leading similar lives in Western cities, though even there such regulations are usual with far less reason. That the compulsory examination of prostitutes in England is contrary to the wish of the majority of English people is not a good reason for forbidding such examination in the case of Chinese prostitutes in a Malay State, and that such regulations are needed here and would be a general benefit is the opinion of almost all Europeans acquainted with the circumstances.

12. The fees collected for the licensing of brothels and registration of prostitutes in Perak are being devoted to the constitution and maintenance of a Home for indigent and decrepit Chinese, and to this Home will be attached a Lock Hospital, where prostitutes will be treated by qualified medical men. If attendance at this hospital is left to the wish of the prostitutes, it will, in the case of Malays, never be entered, and in the case of Chinese it will serve the purpose described by the Colonial Surgeon of Penang, when speaking of the similar institution there—viz., as a place to die in. Even so, it should be maintained, for the Japanese will patronise it and possibly the Tamils.

13. Shortly after I succeeded Sir H. Low, my attention was called by the medical authorities to the question of the examination of prostitutes. I carefully went through all the papers, and was surprised to find an Order existing, dated 9th May 1887 (enclosed), giving such extraordinary powers that I at once

once directed that it must not be acted upon. There were other Orders which required amendment. A draft Order in Council was prepared to deal with the whole matter. It was submitted to the Council two months ago, discussed at great length, and finally adopted in the form attached to this paper.* The opinions of the members were unanimous as to the need for such a measure, and the only question was whether it would be expedient to adopt it for reasons outside the health of the prostitutes or their clients. The Sultan and other Malay members were strongly in favour of the Order in so far as it would affect Malays, for they believed that it would put a stop to the growing practice of prostitution amongst Malay women (even those of high birth), and would tend to remove a great scandal. They considered that sooner than accept the position of a registered prostitute such women would either give up the life they were leading, or, at any rate, move out of the limits of a town, and this would practically amount to the same thing. As to the Chinese, the only question in the minds of members was whether such an Order would not drive the women from the State, and it was recognised that if this occurred it might seriously affect the Chinese male population. In the opinion of the oldest Chinese member, however, this danger was small, for he considered that the brothel-keepers and prostitutes would stay where they could make money, and if any left others would take their places. The fact that compulsory registration had been successfully carried out in the Colony for a long term of years was proof that there was little danger in this respect, while there was a unanimous opinion as to the benefits to be gained by insisting upon medical examination and treatment in the most populous centres.

The Order was so framed that it could be gradually introduced in those places where it was most needed, and where there would be qualified medical officers and proper hospital accommodation.

14. This Order was, as is usual, forwarded to Singapore, and would not be acted upon without the sanction of His Excellency the Governor, and that has not yet been received. It applies to prostitutes of all nationalities, but can only be enforced within town limits after due notice. I have said what would be the probable effect on Malays; the Japanese would submit to it without any trouble and be the gainers. The Chinese prostitutes would also accept it less willingly, but they, as well as their patrons, would be largely benefited, and our hospitals would show a smaller number of patients and a lower death-rate, and some of the children yet to be born would come into the world without the curse of hereditary disease. I am aware that such arguments carry no weight with those who condemn a practice that has been adopted in most European countries, but so far as I have a personal opinion in the matter it is that if control and compulsory medical examination and treatment are ever justifiable in the West the reasons which hold there are far stronger in the East. Even if there were no sufficient reasons in a Western climate and amongst an independent people, there would still be excellent reasons here for what is done now, and what it is proposed to do for Chinese, Tamil, Japanese, and Malay prostitutes in Perak.

15. As a rule, which has few exceptions, the Chinese women are patronised by Chinese men, the Tamils by their own nationals, or, at any rate, by natives of India, while the Japanese and Malay prostitutes draw their clients from Malays, Eurasians and Europeans. The questions of control and medical inspection have not been pressed upon the Government by any section of the community (except in the case of the Malays, as already explained), but our medical officers have frequently raised the question, as they alone are brought in daily contact with the appalling results of indiscriminate prostitution amongst a mixed Eastern population of ignorant and prejudiced people, who, in many cases, would rather die than apply for medical treatment according to European methods. The steps already taken have been with the object of protecting Chinese women from ill-treatment and oppression in a state of life not very far removed from slavery, where the labour required is compulsory prostitution for the benefit of unscrupulous masters and mistresses of the same nationality; and, secondly, in the interests of public order and decency. The recent Order in Council was framed to improve the system of control, and; where it seems
necessary,

* Not printed.

necessary, to give the power to insist on medical inspection and treatment in the interests of the prostitutes and also of their patrons, always remembering that where (as amongst the Chinese, and to a less degree the Indians) the males so enormously outnumber the females, the prostitute is a necessary evil.

16. I do not think I need say more than this: the Government has acted in what it believes to be the best interests of the heterogeneous population of the State, feeling it a duty to interfere and control, both for the public safety and feelings of humanity. I do not know how far it is proposed to restrict the legislative powers of the State Council of Perak. I am quite clear as to the wishes of the members on this subject, but I can equally assure His Excellency that, if I receive instructions to that effect, I have sufficient influence to ensure the adoption of any regulations on this subject that the Secretary of State may desire to see enforced. Only I cannot, of course, now foresee what the result of a change of policy would be, nor do I understand how the Government, the prostitutes, or the community would benefit either by abolishing fees or relaxing our regulations. The procuresses and brothel-keepers would certainly be gainers and would gladly welcome the abolition of all fees; they would also be equally surprised and delighted to hear that the registration of, and control now exercised over, prostitutes must cease. The assurance that all idea of preventing the wretched inmates of their brothels from prostituting themselves while suffering from contagious disease (and so diminishing their keeper's gains) had been definitely abandoned, as well as the enforced removal of the prostitutes from the control of their keepers to place them in a hospital where their ailments would be properly treated, would no doubt also give them satisfaction.

17. His Excellency will understand that I have avoided any reference to the moral question. Morality is dependent on the influences of climate, religious belief, education, and the feeling of society. All these conditions differ in different parts of the world, and it is a dangerous thing, and in the opinion of many good authorities, an unwise one, to attempt to force on a people views opposed to their sympathies, their reason, and possibly to their Faith. Perak is a Muhammedan State, and the people of the soil have very conservative tendencies. They are more proud of their customs and traditions, and more jealous of interference with them, than the Malays in any other part of the peninsula. They care very little about the people of any other nationality, and, as the well-to-do men can afford to keep a number of wives and concubines, and change them as often as they please, they have very little sympathy with the labouring class which resorts to the brothels. Nature endows men with desires and impulses without regard to their means of gratifying them, and the members of the Perak State Council, who cannot be said to have any personal interest in the matter, and are wholly uninfluenced by any outside opinion, consider that it is their duty to protect the prostitutes irrespective of their religion, nationality, or the nature of their calling, which indeed supplies a public want. They consider they are bound also to protect those who are naturally driven to resort to the brothels by poverty and the unfortunate disparity of numbers in the sexes, and, as far as possible, by the prevention or cure of a terrible malady, to reduce the number of children born with a hereditary disease to curse their own lives, and probably be transmitted to successive generations of deformed, syphilitic, and imbecile descendants.

16 September 1891.

F. A. S.

— No. 3. —

Lord Knutsford to Sir C. C. Smith.

Sir,

Downing-street, 7 January 1892.

I HAVE the honour to acknowledge the receipt of your Despatch of 29th October last,* regarding the question of the levying of fees for the registration of brothels in the protected Native States, and the proposed introduction into the State of Perak of the system of compulsory medical examination of prostitutes, and their compulsory detention in hospital when found diseased.

2. As

2. As Her Majesty's Government, in pursuance of the wishes of Parliament, have abolished this system of compulsory examination of women, and compulsory detention in hospital, not only in this country, but also in India and in the Crown Colonies generally, I cannot approve of your giving your sanction to any proposal for the establishment of such a system in Perak, or in any other Native State under British protection, at any rate without very strong reasons being shown to exist of a kind which did not exist in the case of the Straits Settlements or of Hong Kong, in which colonies the Contagious Diseases Ordinances have been repealed. There is nothing in the memorandum accompanying your Despatch under acknowledgment to show that the arguments in favour of introducing the system into Perak differ in any respect from those brought forward in favour of retaining the Contagious Diseases Ordinance in the Straits Settlements.

3. I have to instruct you, therefore, to disallow the Order of the Perak State Council on this subject; but in conveying this decision I shall be glad if you will desire the British Resident to do all in his power to encourage the establishment and maintenance of a voluntary system of hospital treatment for venereal patients in that State.

4. As regards the levying of fees for the registration of brothels, I adhere to the opinion expressed in my Despatch of 12th August last,* that the registration of brothels can only be justified as a means of securing the protection of the inmates, and that the imposition of fees for such registration is objectionable, because it gives to the registration an appearance of a licensing system, and because it tends to throw difficulties in the way of registration by making it burdensome instead of easy.

I observe that in arguing for the retention of these fees in paragraph 7 of the memorandum accompanying your Despatch, Mr. Swettenham uses the word license instead of registration, thus admitting, without demur, the existence of one of the two grounds of objection which I have mentioned.

5. Mr. Swettenham's arguments in that paragraph might be applied with almost equal force to the Colony, where, however, the fee system was abolished by my direction without any objection being raised by the Colonial Government, and I am of opinion that regulations similar to those now in force in the Straits Settlements for the registration and control of brothels without the imposition of fees would be quite as efficacious for their purpose in Perak as any system in which fees are levied.

In fact the main ground for retaining the fees appears to be rather a matter of revenue than anything else, since the fees, whether set apart as a special fund or not, are really in the end a relief to the general revenue, being used for purposes which would otherwise become a charge on the revenue.

6. I desire, therefore, that the Resident should bring the matter of these fees again under consideration of the Perak State Council, explaining the objections which I entertain to the system. At the same time I am not prepared to press these objections, should the opinion of the Council be clearly in favour of the retention of the system.

7. A similar course should also be taken in the other Native States, if this system of levying fees for brothel registration prevails in any other State besides Perak.

I have, &c.
(signed) *Knutsford.*

— No. 4. —

The Marquess of Ripon to Sir C. C. Smith.

Sir,

Downing-street, 4 November 1892.

You do not appear to have sent any reply to my predecessor's Despatch of 7th January last,† regarding the proposed introduction into Perak of a law for the compulsory examination of prostitutes, and regarding the registration of brothels in that State.

2. My

* No. 1.

† No. 3.

2. My attention has, however, been drawn to the proceedings of the Council of State of 21st June last, reported in the "Perak Government Gazette" of 10th August, from which I learn the action which has been taken on that Despatch.

3. I concur in the views expressed by my predecessor against the practice of levying fees for the registration of brothels, and regret that it has been decided to continue this practice in Perak. I desire that this expression of my regret may be communicated to the Council of State. The reasons advanced by the Acting British Resident do not appear to me to justify the retention of so objectionable a system, and I gather from the discussion reported in the Gazette that the Sultan and the Malay members of the Council felt the objections to it.

4. I shall be glad if you will inform me with reference to the last paragraph of Lord Knutsford's Despatch, whether the practice has been introduced in any other of the protected Native States; if not you should instruct the Residents to refrain from taking any steps towards initiating such a system in the future.

I have, &c.
(signed) *Ripon.*

Annexure to No. 4.

The "Perak Government Gazette Extraordinary," Taiping, Wednesday
10 August 1892.

No. 305.—ABSTRACT of Minutes of Meeting of Council of State.—Council
of State, Kuala Kangsar, Tuesday, 21 June 1892.

PRESENT :

His Highness Idris Mershedil Aathim Shah, K.C.M.G., Sultan of Perak,
President.

The Acting British Resident, W. Hood Treacher, Esq., C.M.G.

The Acting Secretary to Government, H. Conway Belfield, Esq.

The Orang Kaya Datoh Temenggong, Hassan.

The Datoh Laksamana, Tuan Haji Sleman.

The Datoh Penglima Kinta, Usuf.

The Datoh Muda, Wahab.

Capitan Chang Ah Kwi.

Capitan Chin Ah Yam.

ABSENT :

Mr. Koh Bu Ann.

1. THE Council meets at 10.30 a.m. pursuant to notice.

2. The Acting British Resident lays on the table a letter from the Hon. Colonial Secretary, Straits Settlements, dated the 18th February 1892, conveying the Governor's disallowance, in accordance with the instructions of Her Majesty's Secretary of State, of the Order passed at the Meeting of Council held on the 7th July 1891, for checking venereal diseases and regulating brothels within the State.

3. The same letter communicates the opinion of the Secretary of State to the effect that the registration of brothels can only be justified as a means of securing the protection of the inmates, and that the imposition of fees for such registration is objectionable, because it gives to the registration an appearance of a licensing system and because it tends to throw difficulties in the way of registration by making it burdensome instead of easy. At the
same

same time, his Lordship is not prepared to press these objections should the opinion of the Council be clearly in favour of the retention of the system. His Excellency therefore desires that the matter of these fees be brought again under the consideration of the Council.

The Acting British Resident reminds the Council of the several reasons for the introduction of the system which was established in 1885, and further points out that the money received in the way of fees is not accounted for as revenue of the State, nor used for any public purposes for which the general revenue is employed, but is kept distinct under the name of "The Registration Fund," and is now under the control of Government, managed by a committee appointed in 1890, and devoted to the following objects :—

The maintenance of a home for decrepit, indigent, and pauper Chinese ; of a hospital for the non-compulsory treatment of venereal patients, and for assisting deserving poor Chinese people who are desirous of returning to their own country or to the Straits Settlements.

That the balance to the credit of the fund, after defraying the cost of the erection of the home and hospital, is about \$27,000, which the committee are empowered to invest at interest.

The Acting Resident also reminds the Council that at a meeting held in September 1891, when the Acting Resident was on leave in Europe, the question of the existing regulations regarding prostitutes was discussed at length, though special prominence was not given to the question of fees, and that each of the Malay and Chinese members gave his opinion to the effect that the existing regulations are necessary and should be adhered to with such modification as is provided for by the Contagious Diseases Order passed at the previous meeting ; that is to say, the Order which has now been disallowed.

The Chinese members are unanimously of opinion that the fees should continue to be levied, seeing the good use to which they are put.

His Highness the Sultan and the Malay members of the Council are of opinion that, while it is by no means in accordance with the ancient practice of Mahomedan governments to collect such fees, still, in view of the fact of the purposes for which the fund is employed, and that the system has worked well for the past seven years, they consider that there is now no objection to its retention.

— No. 5. —

Sir C. C. Smith to the Marquess of Ripon.

(Received 23 January 1893.)

Government House, Singapore,
28 December 1892.

My Lord,

I HAVE the honour to acknowledge the receipt of your Lordship's Despatch of the 4th November 1892,* on the subject of levying fees for the registration of brothels.

2. The system of levying these fees has been in force in all the States, except Sungei Ujong and the Negri Sembilan.

3. In deference to your Lordship's views I have now instructed the Residents that such fees should no longer be charged, and your Lordship will be glad to learn that the necessary orders have been given for their abolition from the 1st January.

I have, &c.
(signed) Cecil C. Smith.

— No. 6. —

The Marquess of Ripon to Sir C. C. Smith.

Sir, Downing-street, 30 January 1893.

I HAVE the honour to acknowledge the receipt of your Despatch of the 28th ultimo,* and to express my satisfaction at learning that orders have been given for the abolition of the system hitherto in force in certain of the Protected Native States, of levying fees for the registration of brothels.

I have, &c.
(signed) *Ripon.*

— No. 7. —

The Marquess of Ripon to Sir C. B. H. Mitchell.

Extract.† Downing-street, 17 April 1894.

I HAVE also to instruct you, with reference to my Despatch of 30th January 1893,‡ and to previous correspondence relative to the registration of brothels in Perak and Selangor, to give directions to the Residents to take early steps for abolishing the system in those States, now that it is to be abolished in the Straits Settlements.

* No. 5.

† The whole of this Despatch is printed in [H. C. 147], June 1894.

‡ No. 6.

CONTAGIOUS DISEASES REGULATIONS
(PERAK AND MALAY STATES).

COPY of Correspondence relative to proposed introduction of Contagious Diseases Regulations in Perak or other Protected Malay States.

(*Mr. Walter M'Laren.*)

*Ordered, by The House of Commons, to be Printed,
5 June 1894.*

[*Price 2d.*]

28/6/62
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COLONIES.

LVI.

COPY OF A MEMORIAL

FROM THE

REPRESENTATIVES OF THE COLONIES OF
CANADA, NEW SOUTH WALES, VICTORIA, QUEENSLAND,
SOUTH AUSTRALIA, WESTERN AUSTRALIA, TASMANIA,
NEW ZEALAND, AND THE CAPE OF GOOD HOPE,

RESPECTING THE

APPLICATION OF ESTATE DUTY TO PERSONAL
PROPERTY SITUATE IN THE COLONIES.

Presented to both Houses of Parliament by Command of Her Majesty.
June, 1894.



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1894.

[C.—7433.] Price $\frac{1}{2}$ d.

COLONIES.

COPY OF A MEMORIAL

FROM THE

REPRESENTATIVES OF THE COLONIES OF CANADA,
NEW SOUTH WALES, VICTORIA, QUEENSLAND, SOUTH AUSTRALIA,
WESTERN AUSTRALIA, TASMANIA, NEW ZEALAND,
AND THE CAPE OF GOOD HOPE,

RESPECTING THE

APPLICATION OF ESTATE DUTY TO PERSONAL PROPERTY
SITUATE IN THE COLONIES.

THE HIGH COMMISSIONER FOR CANADA AND THE AGENTS GENERAL
to COLONIAL OFFICE.

(Received June 13, 1894.)

My Lord,

London, June 12, 1894:

WE, the representatives in London of the self-governing Colonies of Canada, The Cape, New South Wales, Victoria, New Zealand, South Australia, Queensland, Tasmania, and Western Australia, have the honour to inform you that we have received instructions from our respective governments to urgently invite the reconsideration by Her Majesty's Government of those provisions of the Finance Bill now before Parliament under which it is proposed to levy estate duty on personal property situate in the Colonies of a person domiciled at his decease in the United Kingdom.

2. Our Governments take exception to property in the Colonies being charged with these death duties, and feel entitled to ask on what principle of constitutional right this is sought to be done. We belong to the Empire, and inasmuch as the Imperial Parliament has granted to us responsible and parliamentary government, with the right to impose taxation on our people to meet the requirements of State, how can the exercise of the proposed interference by the Imperial Parliament be possible without first suspending our respective constitutions? That the proposal of the Chancellor of the Exchequer will have the effect of imposing taxation on our citizens it is impossible to doubt. It is aimed at properties situated in the Colonies, and in a large number of cases those who inherit, and who must pay the duties, are British subjects who have been born in the Colonies and have lived there all their lives. The question is a simple and clear one, and we do not desire to elaborate it: Is it worth while to press a proposal likely to give offence and create needless irritation, when the gain to the Imperial Exchequer can be of no importance? Such proposals do not tend to promote the unity of the Empire.

3. Independently of the constitutional question to which we have referred, we desire to point out that the proposal to impose a duty in the nature of a Probate and Administration duty on personal property situate within the Colonies is now made for the first time; and further to urge that if, in addition to the death duties levied by the country in which the property is situate, a second duty is imposed by the country in which the deceased owner of the property was domiciled at the time of his death, the total amount of the double duty may in some cases be as much as 20 per cent., or one-fifth of the property involved. In short, it is submitted that it is undesirable that the estate of any British subject, in whatever portion of the Empire his property is located, should be charged with death duty more than once.

4. We are assured, moreover, that the proposal to levy the estate duties on property located in the Colonies will be regarded there as a tax, not on British subjects, but on Colonial property, and consequently as a serious interference with a field of taxation which they regard as constitutionally their own.

5. Our respective Governments also regard with grave concern the fact that the imposition of the proposed duty must seriously impede that free interchange of capital

between the mother country and the Colonies which is so necessary a factor in the development of the Colonies and in the expansion of British trade.

6. We note that the Chancellor of the Exchequer, in supporting the proposed duties on Colonial property, quoted at some length from a pamphlet issued by the Imperial Federation Defence Committee, in which it was stated that the Navy was provided and maintained almost entirely at the cost of the people of the United Kingdom, and he went on to suggest that the Colonies would by this tax be made to share the cost of that burden. If the object of the proposed duties on Colonial property be, as stated, to enforce a contribution from the Colonies for an additional outlay upon the Navy, we submit that the Colonial Governments should first have been invited in a direct manner to contribute towards that outlay. Canada has, at great cost, secured the construction of an Inter-oceanic Railway, declared by the highest Military and Naval Authorities to be of great value in the defence of the Empire, and is now pledged to an expenditure of 190,000*l.* a year for what the Lords of the Admiralty describe as "Royal Naval Reserve Cruisers." As a result of the Colonial Conference held in 1887 the Colonial Governments of Australasia have contributed to the cost of maintaining a fleet to be specially built and devoted to the protection of British and Australasian trade.

7. Again, without expressing any opinion as to the wisdom of levying death duties on property in foreign countries, we feel that we are justified in urging that there is good ground for drawing a distinction in this matter between British Colonies and foreign countries, a principle which has been previously adopted, notably in the Customs and Inland Revenue Act, 1885—48 & 49 Vict. Cap. 51, Sec. 21, which exempted Colonial securities from the operation of an increased stamp duty levied upon foreign securities.

8. We need only say, in conclusion, that the communications which we have received show the existence of a strong feeling that the questions at issue should be considered with due recognition of the constitutional, social, and commercial relations between the different members of the Empire.

We have, &c.

(Signed) CHARLES TUPPER,

High Commissioner for Canada.

SAUL SAMUEL,

Agent General for New South Wales.

JAMES F. GARRICK,

Agent-General for Queensland.

W. B. PERCEVAL,

Agent-General for New Zealand.

MALCOLM FRASER,

Agent-General for Western Australia.

ROBERT G. W. HERBERT,

Agent-General for Tasmania.

D. GILLIES,

Agent-General for Victoria.

T. FRED WICKSTEED,

By direction, for Agent-General
for South Australia.

SPENCER TODD,

Acting Agent-General for the Cape Colony.

The Most Honourable
The Marquess of Ripon, K.G.,
Secretary of State for the Colonies.

28/6/62
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1894

COLONIES (ESTATE DUTY).

LETTER

FROM THE

HIGH COMMISSIONER FOR CANADA

RESPECTING THE

APPLICATION OF ESTATE DUTY TO PERSONAL PROPERTY SITUATE IN THE COLONIES.

(In continuation of [C. 7433], June 1894.)

Presented to both Houses of Parliament by Command of Her Majesty.
July 1894.



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1894.

[C.—7451.] Price $\frac{1}{2}$ d.

COLONIES (ESTATE DUTY).

LETTER

FROM THE

HIGH COMMISSIONER FOR CANADA

RESPECTING THE

APPLICATION OF ESTATE DUTY TO PERSONAL PROPERTY
SITUATE IN THE COLONIES.

The HIGH COMMISSIONER FOR CANADA to COLONIAL OFFICE.

(Received July 2, 1894.)

Victoria Chambers, 17, Victoria Street, London, S.W.,
June 30, 1894.

SIR,

REFERRING to the joint communication of the Agents-General and myself to the Marquess of Ripon, dated the 12th instant,* I have to acquaint you, for the information of his Lordship, that the Chancellor of the Exchequer was good enough to receive us on two occasions, when he discussed the subject of the memorial with us; and, as you are aware, subsequently modified the proposals which he had made in the Finance Bill as to the imposition of death duties on property in the Colonies belonging to persons domiciled in this country.

While acknowledging the great courtesy of the Chancellor of the Exchequer in his communications with us, and his evident desire to meet, to some extent, the objections which we had raised, I feel it my duty to call the attention of the Secretary of State for the Colonies to the present position of the question.

In due course I sent a telegram to the Prime Minister of Canada, informing him of the modified proposals of the Chancellor of the Exchequer. This communication has received the very careful consideration of the Government of Canada, and I have this morning received from Sir John Thompson the following telegram as the result:—

“ Council is of opinion that strong opposition should be made to proposed policy of levying death duties on property in Canada even with the amendment proposed.”

I beg, therefore, to again invite the attention of the Marquess of Ripon to what I cannot but consider a very important question. The modifications proposed by the Chancellor of the Exchequer, if enacted by the Imperial Parliament, will undoubtedly result in the death duties in all the Colonies being increased to the same amount as the proposed estate duties, and, consequently, no revenue will be derived from their operation upon property in the Colonies. But while the proposed legislation will thus fail in providing revenue for the Imperial Exchequer, it will be attended with very grave and serious objections from a Colonial point of view. In all the Colonies where the death duties are now lower than they would be under the proposed Bill the Governments, in proposing increased taxes, will no doubt explain that it is forced upon them by the Imperial Act, and the responsibility for this increased taxation will fall upon Her Majesty's Government, with the result of endangering that loyal devotion to British institutions which now exists throughout the Colonies.

* [C. 7433], June 1894.

I greatly fear that a serious question will be raised as to the right of Her Majesty's Government, under the free institutions that have been accorded to the Colonies, to enact legislation which will have the effect of imposing taxation upon property situate in the Colonies. The right of taxation for the purpose of maintaining the Governments and carrying on the development of those great Colonies has been held to have been conceded exclusively to the Colonial Parliaments, and I believe I am safe in saying that no precedent for any taxation of this description can be found to have its origin since responsible government was accorded to the Colonies.

Under the proposed Bill, the property of a person acquired in the Colonies and situated there will be subjected to a large amount of taxation, which will fall on his heirs, who may never have resided outside the Colony, simply because in his declining years the owner became domiciled in this country, where he has contributed to the Imperial Exchequer taxes in respect of the income received from his property in the Colony.

So far as Canada is concerned, the case is even stronger than in the other Colonies, as, under the Confederation Act passed by the Imperial Parliament in 1867, the power of imposing taxation of this description was exclusively assigned to the local governments and legislatures of the Provinces of the Dominion, for the purpose of enabling them to provide the revenue required to carry on the administration of local affairs. In many of those Provinces considerable difficulty has been experienced in providing the necessary amount of revenue for the purpose, and this invasion of a field of taxation thus exclusively assigned to them would result in very serious inconvenience.

I may also mention that a large amount of property which, under ordinary circumstances, might well be spoken of as colonial, is regarded by the authorities as being situate in the United Kingdom, and is already liable to the existing probate or administration duty, even in the case of a deceased owner domiciled in a Colony. I refer to such classes of property as the following :—

- (1.) Colonial inscribed stocks transferable only on the books of the Bank of England or any other bank in London.
- (2.) The registered stocks of a British joint stock company, although its funds are invested and its enterprise is carried on in a Colony.
- (3.) The registered stocks upon the British register of a colonial company having a register here as well as in the Colony.

In these circumstances, I cannot but hope the Chancellor of the Exchequer may be induced to abandon a proposal which, while it will absolutely fail in its object, is calculated to raise questions of controversy between Her Majesty's Government and the self-governing Colonies that on every account are to be deprecated.

I must, therefore, ask the continued good offices in this important matter of the Marquess of Ripon.

I am, &c.
(Signed) CHARLES TUPPER.

28/6/62
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1894

OF LEGISLATURE (VICTORIA AND
NEW SOUTH WALES).

RETURN to an Address of the Honourable The House of Commons,
dated 8 May 1893;—for,

“RETURN of the Expenses connected with the HOUSES of the LEGISLATURE
in the Colonies of *Victoria* and *New South Wales* respectively, showing
(1) Cost of Purchase of Site, Construction of Buildings, and Equipment
of Buildings; (2) Annual Cost of Maintaining Buildings and Grounds
on an Average of the last Five Years; (3) Annual Cost of Firing,
Lighting, Stationery, Printing, and other Expenses connected with the
HOUSES of the LEGISLATURE; and (4) Annual Cost of Staff, including
Salaries, Pensions, Residences, &c.”

Colonial Office, }
May 1894. }

SYDNEY BUXTON.

(*Mr. Brodrick.*)

Ordered, by The House of Commons, to be Printed,
2 May 1894.

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LIST OF PAPERS.

Serial No.	From or to whom.	Date.	COLONY.	Page.
		1893:		
1	To the Governors of New South Wales and Vic- toria.	12 May - - -	—	3
2	Sir R. W. Duff - -	26 August - - (Received 2 October).	New South Wales.	3
3	The Earl of Hopetoun - -	26 September - - (Received 6 November).	Victoria.	5

RETURN of the Expenses connected, with the HOUSES of the LEGISLATURE in the Colonies of *Victoria* and *New South Wales* respectively, showing (1) Cost of Purchase of Site, Construction of Buildings, and Equipment of Buildings; (2) Annual Cost of Maintaining Buildings and Grounds on an Average of the last Five Years; (3) Annual Cost of Firing, Lighting, Stationery, Printing, and other Expenses connected with the HOUSES of the LEGISLATURE; and (4) Annual Cost of Staff, including Salaries, Pensions, Residences, &c.

— No. 1. —

The Marquess of *Ripon* to the Governors of *New South Wales* and *Victoria*.

My Lord,

Downing-street, 12 May 1893.

I HAVE the honour to transmit to you a copy of an Address in which notice has been given in the House of Commons for a Return giving information respecting the expenses connected with the Houses of Legislature in *New South Wales* and *Victoria*.

I should be glad if you would move your Government to supply me with the information desired, so far as *New South Wales* is concerned, in order that it

may be laid before the House of Commons.

I have, &c.
(signed) *Ripon*.

NEW SOUTH WALES.

— No. 2. —

Sir *R. W. Duff* to the Marquess of *Ripon*.

(Received 2 October, 1893.)

My Lord,

Sydney, 26 August 1893.

IN acknowledging the receipt of your Lordship's Despatch of 12th May 1893, forwarding copy of an Address in which notice has been given in the House of Commons for a Return giving information respecting the expenses connected with the Houses of Legislature in *New South Wales* and *Victoria*, I have the honour to forward forthwith the information required, as far as this Colony is concerned.

I have, &c.
(signed) *R. W. Duff*.

Enclosure in No. 2.

Parliamentary Buildings, *Sydney*.

(1) Valuation of—		£.	s.	d.
Land	- - - - -	55,000	-	-
Buildings	- - - - -	20,000	-	-
		£. 75,000	-	-

(2) Average annual cost of maintaining buildings during the past five years:—

	£.	s.	d.
Additions, repairs, &c.	3,925	-	-
Furniture	930	-	-

The records are not sufficiently complete to enable me to state definitely what the cost of the buildings had been previous to transfer from the Imperial to the Colonial Government, and, therefore, any statement of cost must necessarily be incomplete.

The present valuation of the land and buildings only is therefore given, with the average annual cost of improvements, repairs, and maintenance.

Government Architect,
Account Branch, 17 August 1893.

(signed) *W. L. Vernon.*

RETURN of expenses in connection with the Houses of the Legislature of New South Wales, as required by paragraphs (3) and (4) of the Address of the House of Commons to Her Majesty the Queen.

(3.) Annual cost of firing, lighting, stationery, printing, and other expenses connected with the Houses of the Legislature :—

	£.	s.	d.
Firing and lighting - - - - -	859	14	4
Stationery - - - - -	200	10	10
Printing - - - - -	21,613	15	11
	£. 22,674	1	1

(4.) Annual cost of staff, including salaries, pensions, residences, &c. :—

Legislative Council :	£.	s.	d.
Salaries - - - - -	5,930	—	—
Contingencies - - - - -	175	—	—
Pensions - - - - -	157	5	—

Legislative Council and Assembly :—

Salaries - - - - -	2,195	—	—
Contingencies - - - - -	1,227	—	—

Library :—

Salaries - - - - -	1,265	—	—
Contingencies - - - - -	720	—	—

Parliamentary Reporting Staff :—

Salaries - - - - -	5,970	—	—
Contingencies - - - - -	410	—	—

Legislative Council Office.
Sydney, 17 July 1893.

(signed) *Adolphus P. Clapin,*
Acting Clerk of the Parliaments.

RETURN of annual cost of staff, including salaries, pensions, residences, &c., in connection with the Legislative Assembly of New South Wales, in accordance with paragraph (4) of Address by the House of Commons :—

	£.	s.	d.
Salaries - - - - -	9,885	—	—
Contingencies - - - - -	350	—	—
Pensions - - - - -	* 741	—	—
	£. 10,976	—	—

Legislative Assembly Office,
Sydney, 13 July 1893.

(signed) *F. W. Webb,*
Clerk of the Legislative Assembly.

* This sum is paid from the Civil Service Superannuation Fund which is provided by a 4 per cent. reduction from Civil Servants' Salaries.

VICTORIA.

— No. 3. —

The Earl of *Hopetoun* to the Marquess of *Ripon*.

(Received 6 November, 1893.)

Government House, Melbourne,
26 September 1893.

My Lord,

IN reply to your Lordship's Despatch of the 12th May ultimo, requesting for the information of the House of Commons, a Return of the expenses in connection with the Houses of the Legislature in New South Wales and Victoria, I have the honour to transmit a copy of a Return giving the desired information, as far as this Colony is concerned.

I have, &c.
(signed) *Hopetoun*.

Enclosure in No. 3.

RETURN of the Expenses connected with the Houses of the Legislature
of the Colony of *Victoria*.

	£.	s.	d.
1. Cost of purchase of site, construction of buildings and equipment of buildings - - - - -	623,401	11	5
2. Annual cost of maintaining buildings and grounds, on an average of the last five years - - - - -	1,187	5	-
3. Annual cost of firing, lighting, stationery, printing, and other expenses connected with the Houses of the Legislature - - - - -	16,667	13	2
4. Annual cost of staff, including salaries, pensions, residences, &c. - - - - -	14,846	12	6

(signed) *H. F. Eaton*,
Under Treasurer of Victoria.
16 September 1893.

HOUSES OF LEGISLATURE (VICTORIA AND
NEW SOUTH WALES).

RETURN of the Expenses connected with the Houses of the LEGISLATURE in the Colonies of *Victoria* and *New South Wales* respectively, showing (1) Cost of Purchase of Site, Construction of Buildings, and Equipment of Buildings; (2) Annual Cost of Maintaining Buildings and Grounds on an Average of the last Five Years; (3) Annual Cost of Firing, Lighting, Stationery, Printing, and other Expenses connected with the HOUSES of the LEGISLATURE; and (4) Annual Cost of Staff, including Salaries, Pensions, Residences, &c.

(*Mr. Brodrick.*)

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[*Price 1 d.*].

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1894

CYPRUS.

REPORT

BY

HER MAJESTY'S HIGH COMMISSIONER

FOR THE YEAR

1892-93.

(For previous Report, see [C.—7053], June 1893.)

Presented to both Houses of Parliament by Command of Her Majesty.
June 1894.



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1894.

[C.—7411.] Price 3d.

CYPRUS.

REPORT

BY

HER MAJESTY'S HIGH COMMISSIONER

FOR THE YEAR

1892-93.

(For previous Report, see [C.—7053], June 1893.)

Sir W. J. SENDALL to the MARQUESS OF RIPON.

Government House, Cyprus,

February 12, 1894.

MY LORD,

I HAVE the honour to transmit the usual departmental reports for 1892-93

Revenue.

2. The receipts for the year showed a net decrease, as compared with those of the preceding year, of 27,228*l*. The greatest falling off was in tithes, which yielded 21,346*l*. less than in the year 1891-92. The agricultural record of the year fully accounts for this result, all titheable crops showing a diminished yield. The cereal crop was less by nearly one-fourth, and other produce by more than one-half, the olive crop in particular being practically a failure.

3. This comparative deficiency in the harvest had the further effect of reducing the collections from property taxes (*verghis*), and from personal taxes (*bedel askerieh*), the decrease in which amounted to 3,268*l*. and 572*l*. respectively. Excise also showed a falling off of 3,101*l*., due chiefly to the low price of wine and the smallness of the vintage; and, owing principally to the failure of the olive crop, there was a decrease of 863*l*. in the revenue from salt.

4. On the other hand the receipts from customs, though showing a small decrease, were fairly maintained; and there was a substantial increase in the receipts from the sheep tax, from land registration fees, and from stamp duties.

5. The total receipts for the year, on account of revenue, amounted to 189,933*l*., making with the balance of 18,876*l*. carried over from the previous year, the sum of 208,810*l*., and as the expenditure, 111,394*l*., together with the payment to Turkey, 92,799*l*., amounted to 204,193*l*. the year closed with a balance of 4,616*l*. to the credit of the island treasury.

Trade.

6. The import and export trade for the year 1892 showed a total of 708,933*l*., divided into imports 369,974*l*., and exports 338,959*l*. This excess of imports over exports was due to a very large falling off in the exports, owing to the diminished harvest, accompanied by a small actual increase in the imports, as compared with those of 1891.

7. Excluding transactions in coin and bullion, the exports of merchandise were less by 137,819*l*., and the imports greater by 10,016*l*., than in the preceding year; the small increase in imports being due to food stuffs brought in from abroad to supply the deficiency in the cereal products of the island.

8. The exclusion of Cyprus wines from the French Market through prohibitive protective duties, which began to be felt in the year 1891, continued throughout 1892, the bulk of the wine exported during the year being taken at reduced prices by Egypt.

9. Taking imports and exports together the trade with the United Kingdom exceeded that with any other country, and amounted to 28 per cent. of the whole volume of trade. Next to the United Kingdom stand Turkey, Egypt, and France, with 23·4 per cent., 14·4 per cent., and 14 per cent. respectively. Full details as to the trade and revenue of the year, of which the above is a summary, will be found in the reports* of the Receiver-General, annexed to this despatch.

Public Works.

10. The operations of the Public Works Department were confined as usual to small additions to roads in course of construction, and such repairs to existing roads as the available funds would permit. Progress was made with the new iron bridge over the Idalia river at Piroi on the Nicosia-Larnaca road, a work which was brought to completion during the current year. One bridge was constructed on the Nicosia-Limassol road, another over the Kleftis river in the Messaoria, and two torrents on the road from Tricomo to Rhizo Carpas were also bridged over.

* Not printed.

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11. The erection of the Central Prison was proceeded with, and some useful improvements were effected in the Nicosia Hospital. New grain stores were erected at Kyrenia.

Public Instruction.

12. In my despatch upon the Blue Book of 1891-92, I discussed at some length the system under which the grants for public elementary instruction are administered. As I then pointed out, the effect of distributing a fixed grant amongst an annually increasing number of schools has been to reduce the sums available for the poorer schools to a figure below what is compatible with any tolerable standard of efficiency.

13. The total number of Greek Schools in operation was 226, as against 241 in the preceding year. Of these 226 schools, 198 were elementary schools; and for this class of school the average grant for the year amounted to 11*l*. 11*s*. Inclusive of the local contributions, which are seldom or never paid in full, the average salary of the teachers in the elementary schools was only 24*l*. The number of children enrolled in these 198 schools was 9,360, and the average attendance was 7,200.

Crime, Police, and Prisons.

14. The number of offences of all kinds reported to the police during the year was 7,717, of which 6,617 were brought to the notice of the courts. Compared with the year ending the 31st of March 1892, this shows an increase of about 24 per cent. in the total number of offences judicially investigated. But when the returns are examined in detail, it appears that the greater part of this increase has occurred under the head of offences other than those classed as offences against the person and offences against property. Amongst these "other offences" are included offences against the Revenue laws, the Forest laws, the Field Watchman laws, the Quarantine laws, and breaches of Municipal byelaws. These offences cannot be regarded as crimes in the ordinary acceptation of the word, and it is the opinion of the Chief Justice that the criminal record of the year exhibits a decrease rather than an increase in the sum total of serious crime. In support of this conclusion it is pointed out that the number of cases committed for trial before the Supreme Court is steadily declining.

15. As in past years, the great number of persons charged with homicide, or attempted homicide, as compared with the small number of convictions obtained for these offences, continues to form an unsatisfactory feature in the criminal returns. Twenty persons were charged with murder during the year, of whom only 3 were convicted.

16. The sanction of Her Majesty's Government was obtained during the year to a considerable increase in the police establishment; and a dépôt has been formed in Nicosia for the reception

and training of recruits. Some time must necessarily elapse before these measures produce any appreciable result; at present considerable difficulty is experienced in finding the requisite number of men willing to join the force.

17. The inadequacy, for deterrent purposes, of the Cyprus prisons, and the bearing of this fact upon the prevalence of crime, has occupied the attention both of the Government of the Island and of Her Majesty's Government. The completion of the Central Prison must be awaited, before any improvement can be looked for in the direction of rendering imprisonment for crime more punitive and deterrent than it is at present.

General Remarks.

18. The general condition and prospects of the country have not undergone any material change during the year. The Receiver-General, in his report on the revenue department, notes a fall in the price of cereals towards the close of the year; and a similar though more considerable fall has taken place during the year now current. Should the price of grain be permanently depreciated in European markets, the cash value of that portion of the revenues of the Island, which consists of tithes of wheat, barley, and oats, would be seriously affected, and the strain upon its resources to meet the annual money payment to Turkey would be proportionately increased. The Government is therefore anxious to do all in its power to encourage and extend the cultivation of other staple products. A large number of young olive trees, taken from the forests, have been distributed amongst the villagers at an almost nominal cost, just sufficient to cover expenses; and in favourable situations wild trees, both caroub and olive, have been grafted on Government account. This latter operation, if it could be undertaken upon any considerable scale, might prove a valuable and permanent source of revenue.

Legislation.

19. The following laws were passed by the Legislative Council during the year:—

- I.—To make temporary provision to protect the claims of Ecclesiastical Corporations to certain properties in Cyprus.
- II.—To amend "The Pharmacy Law, 1892."
- III.—To appropriate a sum not exceeding sixty-six thousand six hundred and eighty-seven pounds to the service of the twelve months ending the 31st day of March in the year of Our Lord one thousand eight hundred and ninety-four.
- IV.—To appropriate a further sum not exceeding thirty-one thousand six hundred and forty-seven pounds to the

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- V.—For making further months ending
- VI.—To prevent the spreading there
- VII.—To amend "The L
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- IX.—To define and fix the compulsory limits for the b
- X.—To amend the law provide for cer to make certain Customs busin
- XI.—To exempt certain stamp duty and other document exempted from

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REPORT O

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- V.—For making further provision for the service of the twelve months ending the 31st day of March 1893.
- VI.—To prevent the introduction into the Island, and the spreading therein, of diseases of trees and plants.
- VII.—To amend "The Branch Roads Construction Law, 1892."
- VIII.—To amend the law regulating the evidence and procedure with regard to false evidence in certain cases.
- IX.—To define and fix the powers of Municipal Council as to the compulsory acquisition of land within the Municipal limits for the benefit of the public.
- X.—To amend the laws affecting certain duties of Customs, to provide for certain exemption from duties of Customs, to make certain regulations for the management of the Customs business of this Island.
- XI.—To exempt certain recognisances and other documents from stamp duty and to provide that such recognisances and other documents shall be deemed to have been lawfully exempted from stamp duty heretofore.

These laws were passed and assented to.

The following law was passed, but not assented to:—

To regulate the enrolment of advocates to practise before the Courts of Cyprus.

I have, &c.
(Signed) WALTER J. SENDALL,
High Commissioner.

REPORT of the RECEIVER-GENERAL.

SIR,

Nicosia, August 31, 1893.

I HAVE the honour to submit a Report on the working of the Revenue Department for the twelve months ended the 31st March 1893.

Revenue.

The gross receipts of duties, &c. encashed, for which the department had to account, amounted for the twelve months to	£ 211,026
Of this sum the collections on account of other than actual revenue amounted to	21,093
Leaving as actual net revenue	<u>£189,933</u>

The following is a statement of the revenue net receipts as compared with the receipts of 1891-92 :—

	Year ended March 31.		Increase.	Decrease.
	1893.	1892.		
	£	£	£	£
Tithes - - - - -	61,663	83,009	—	21,346
Sheep, goat, and pig taxes	11,754	11,308	446	—
Verghis - - - - -	27,587	30,855	—	3,268
Bedel askerie - - -	4,415	4,987	—	572
Defter Hakkani - - -	4,909	4,262	647	—
Customs - - - - -	27,851	28,173	—	322
Excise - - - - -	28,726	31,827	—	3,101
Port and wharfage dues -	7,355	7,755	—	400
Court receipts and stamps	7,037	6,551	486	—
Post Office - - - -	2,247	2,264	—	17
Other receipts - - -	6,389	6,170	219	—
Totals - - - - -	189,933	217,161	1,798	29,026
			Net decrease, £27,228	

NOTE.—For purposes of comparison the revenue of 1891-92 has been shown above in accordance with the classification adopted in 1892-93, that is, fines on tithes have been included in tithes in place of under the head of other receipts. Customs represent only import and export duties; in excise are included all licences, and wharfage dues are shown with port dues in place of being included, as heretofore, with customs.

Tithes.

The revenue from tithes, though it fell far below that of 1891-92, must be regarded as satisfactory when the smallness of the titheable crops is taken into consideration. The cereal crop was only some 78 per cent. of the crop of 1891. "Other produce" was less in value by more than one-half, the olive crop having been practically a failure, and the tithe on produce exported yielded less by 33 per cent.

The following table shows the total value of the tithe assessment as compared with the preceding year :—

	Year ended March 31.		Decrease.
	1893.	1892.	
	£	£	£
Assessed tithes - - -	44,378	64,560	20,182
Tithes collected on export	10,450	15,657	5,207
Total - - - - -	54,828	80,217	25,389

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Goats, - -

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Verghis and Bedel Askerie.

The collections of verghis and bedel askerie depend to a great extent upon the character of the harvest. When the harvest is abundant, when the people have large crops of titheable produce which they dispose of at good prices, the payment of their other taxes becomes comparatively easy, and the collections of verghis and bedel askerie are correspondingly increased. To the fact of the harvest of 1892 not having been an abundant one is to be chiefly ascribed the decrease in collections, but the decrease is also due in some degree to the fact that the villagers, in view of the abundant rains which fell in the first months of the current year, and of the consequent prospect of an abundant harvest, devoted all the spare money they had to the purchase of seed corn.

The assessments for the year, as compared with those of the preceding year, are shown below:—

	Year ended March 31.		Increase.
	1893.	1892.	
Verghis - - - -	£ 29,663	£ 29,621	£ 42
Bedel askerie - - - -	5,442	5,387	55

Sheep, Goat, and Pig Taxes.

The increased receipts under these heads were due to the increase in the number of sheep, an increase which will appear from the following account of the assessment as compared with the assessment of 1892:—

	Year ended March 31.		Increase.	Decrease.
	1893.	1892.		
Sheep - - -	254,032	230,394	23,638	—
Goats - - -	250,002	250,802	—	800
Pigs - - -	37,598	37,622	—	24

Defter Hakani.

The receipts from this source continue to increase. The fact that, in a year like 1892-93, when most of the principal heads of revenue show some contraction, this item of revenue increased 15 per cent., tends to confirm the opinion already expressed that the increased receipts are due to the greater facilities afforded by the Land Registry Department to people who desire to register their properties.

Customs.

The receipts under this head include only import and export duties, and one or two minor items of customs revenue. The receipts under each head, as compared with the receipts for 1891-92, are given below:—

	Year ended March 31.		Increase.	Decrease.
	1893.	1892.		
	£ s. c.p.	£ s. c.p.	£ s. c.p.	£ s. c.p.
Import duty -	25,615 12 8	26,918 15 5	—	1,303 2 6
Export duty -	2,015 10 7	897 5 7	1,118 5 0	—
Store rent -	184 5 2	140 1 2	44 4 0	—
Fines -	35 14 4	216 13 4	—	180 19 0
Total -	27,851 3 3	28,172 16 0	1,162 9 0	1,484 1 6
			Net decrease, 321 12 6	

Such items of revenue as wharfage dues, sponge licences, and miscellaneous customs receipts, formerly included under the head of customs revenue, have now been transferred to other headings.

The falling off in import duties is due to the same cause as the decreases which have occurred in other important heads of revenue, namely, the somewhat less prosperous condition of the people in 1892-93, as compared with the preceding year. The increase in export duties is due to the fact of considerable quantities of cotton having been exported during the 12 months, which had been kept back from previous years on account of low prices in the European markets.

The subjoined receipts which go

Tobacco duties -	-
Wine and spirit duties -	-
Salt -	-
Licences, viz. :	-
Wine -	-
Tobacco -	-
Sponge -	-
Game -	-
Other -	-
Fines and forfeitures	-
Total -	-

It will be seen wine duties show small vintage; a large increase to grow.

The following compared with licences for the period ended

Commanderia -	-
Other wines -	-
Spirit -	-
Excise duty -	-

Excise.

The subjoined tabular statement shows the several items of receipts which go to make up the excise revenue:—

	Year ended March 31.		Increase.	Decrease.
	1893.	1892.		
	£ s. c.p.	£ s. c.p.	£ s. c.p.	£ s. c.p.
Tobacco duties -	13,727 8 5	13,583 9 2	143 19 3	—
Wine and spirit duties -	7,487 5 2	10,139 14 4	—	2,652 9 2
Salt -	3,651 19 8	4,515 4 8	—	863 5 0
Licences, viz. :				
Wine -	903 3 3	779 10 4	123 12 8	—
Tobacco -	1,437 3 3	1,387 6 2	49 17 1	—
Sponge -	260 0 0	412 0 0	—	152 0 0
Game -	1,184 10 0	923 10 0	261 0 0	—
Other -	50 17 0	53 19 1	—	8 2 1
Fines and forfeitures	23 14 4	27 6 6	—	3 12 2
Total -	28,726 1 7	31,827 1 0	578 9 3	3,679 8 5
			Net decrease, 3,100 19 2	

It will be seen that the tobacco duties were nearly stationary, wine duties show a decrease of 2,652*l.*, due to low prices and a small vintage; licences for the sale of wine and of tobacco show a large increase, and the receipts from game licences continue to grow.

The following two tables show the wine assessment of 1892 as compared with that of the preceding year, and the number of licences for the sale of wine and spirits and tobacco issued during the period ended 31st March 1893:—

Wine Assessment.

	1892.	1891.
	Gallons.	Gallons.
Commanderia -	99,673	144,250
Other wines -	2,053,118	3,946,203
Spirit -	111,278	212,890
Excise duty -	£5,987	£11,819

Licences issued for the Sale of Wine and Spirits and Tobacco.

	Year ended March 31.	
	1893.	1892.
Wine and spirits - - - -	1,120	998
" " Fair licences - -	202	199
Tobacco - + - -	2,650	2,501

The revenue derived from the salt monopoly shows a decrease of 863%, due principally to decreased demand by reason of the failure of the olive crop. Salt was collected at the Larnaca Salines in 1892, convict labour being employed; the collection commenced on July 11th and terminated October 29th, the quantity collected was 1,700 tons, and the cost of collection amounted to 93%. The quantity of salt disposed of during the 12 months was nearly 1,100 tons.

Port and Wharfage Dues.

The receipts under this head compare unfavourably with those of 1891-92, not by reason of any actual decrease of regular revenue, but because of quarantine dues having been imposed and levied for a longer period in 1891-92 than in 1892-93. Some portion of the decrease is due also to the reduced amount of export trade on which wharfage dues are charged. The receipts were made up as under:—

	Year ended March 31.		Increase.	Decrease.
	1893.	1892.		
Port and health dues	£ 3,543 5 2 s. c.p.	£ 3,358 3 3 s. c.p.	£ 185 1 8 s. c.p.	£ — s. c.p.
Wharfage dues -	3,608 7 0	3,744 12 6	—	136 5 6
Quarantine dues -	203 5 3	652 2 7	—	448 17 4
	7,354 17 5	7,754 18 7	185 1 8	585 3 1
			Net decrease, 400l. 1s. 2 c.p.	

Post Office.

The postal revenue shows a trifling decrease of 17l. This decrease would have been an increase of comparatively considerable amount but for the fact of the introduction of the system of franking Government correspondence which had taken place.

The revenue improvement transactions.

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Court Receipts and Stamps.

The revenue under this head continues to increase, the improvement being due to a steady growth in the number of transactions.

Other Receipts.

6,389l.

The items which go to make up this amount are:—

	£	s.	c.p.
Interest on Government balances	2,107	4	2
Forest revenue	1,449	13	4
Reimbursements and other payments for specific services	1,683	2	0
Royalties	454	10	1
Miscellaneous	694	1	5
	£6,388	11	3

Collections other than Revenue.

The sum of 21,093l., for collections other than revenue, was made up of the following amounts:—

	£
Locust taxes	5,640
Field watchmen's taxes	11,770
Evcaf receipts	1,720
Abdullah Bey Sandjak	814
Kuklia Chiflik	563
Yoklama fees	142
Reimbursements	444
	£21,093

Locust Taxes.

The reduction in the locust taxes came into full operation in the year 1892-93, hence the comparatively small revenue.

The balance in hand on the 31st March 1893 amounted to 8,980l. as compared with 7,886l. on the 31st March 1892. This is exclusive of the 12,000l. transferred to the Agricultural Bank Fund.

Field Watchmen's Taxes.

These taxes were collected throughout the year on all titheable produce and on sheep and goats. The balance on the 31st March 1893, after defraying the cost of the field watchmen, was 5,300l.

Abdullah Bey Sandjak.

The revenues of this property, situate in Carpas, were again administered by Government for the owner. The gross tithe assessment amounted in 1892 to 1,094l., and there was paid to the owner on account of that assessment a sum of 820l.

Kouhlia Chiflik.

The tithe revenue of this property was also again administered by Government, the assessment for 1892 amounted to 641*l.* and the sum paid to the owners in respect of the year 1892 was 530*l.*

Yoklama Fees.

The collectors of revenue collected on this account, for the Land Registry Department, a sum of 142*l.* against 127*l.* in the preceding 12 months.

Reimbursements.

This amount is made up of 348*l.* 17*s.* 1*c.p.* repaid during the year on account of the advances made in 1887 for relief of distress in Carpas, 47*l.* 10*s.* 7*c.p.* repayment of seed corn advances in the Nicosia District, 3*l.* 1*s.* 1*c.p.* repayment of seed corn advances in the Papho District, and 44*l.* 12*s.* 1*c.p.* repayment for seed barley.

Accounts, &c.

Below is a statement showing the balance on the 31st March 1893 of accounts in charge of the Receiver-General:—

General account of Government as shown in	£
account current - - - -	69,669
Agricultural Bank:	
Balance, Imperial Ottoman Bank - -	13,335
Orphans' Trust Fund - - - -	3,574
	<u>£86,578</u>

The balance of the general account of Government was reduced during the 12 months from 81,910*l.* at which it stood on the 31st March 1892, to 69,669*l.* as shown above.

The balance to the credit of the Agricultural Bank Fund was reduced during the same period from 14,110*l.* to 13,335*l.* During the year advances were made to cover expenditure on the Pedias and Idalia canals, the Agios Serghios irrigation works, the Kiti irrigation works, the Limassol wine roads, the Lefkara-Kofinou road and the Chero Kitia-Ora road. Repayments were made during the year on account of these works, leaving the balance as shown above. Of this balance a sum of 12,000*l.* was placed on deposit, bearing interest at 3 per cent., and on the remaining portion of the balance interest is now being paid (from 4th February last) at the rate of 1½ per cent.

The Orphans' Trust Fund occasioned the usual amount of work. The only point in connection therewith which calls for remark is the reduction of interest on the balance from 3 to 1½ per cent., a reduction which took effect from the 4th February last.

Expenditure.

The disbursements for the services of Government during the year amounted to 111,394*l.* which, with the so-called tribute payments, amounting to 92,799*l.*, make up a total expenditure of 204,193*l.*

The total encashment has been already mentioned. The balance of 18,876*l.*, we have a total income in excess of the gross expenditure.

The mass of arrears last was 55,009*l.*, which on the 1st April 1893 was reduced to 2,080*l.*

In the total of accounts included the value of the 31st March for unpaid standing arrears was more than 6,000*l.*

The outstanding and highest in Paphos in Famagusta and in the following statement.

Districts.

Nicosia	-	-
Larnaca	-	-
Limassol	-	-
Famagusta	-	-
Paphos	-	-
Kyrenia	-	-
Wine duties, Larnaca, collected by Customs	-	-

The arrears were reduced to 2,080*l.*

The assessment for the year there remained recoveries being an improvement of 10 per cent.

Allusion has been made to the deficient crop of the late spring crop, which was exceedingly well supplied with the cereal crops.

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The total encashments of revenue for the year amounted, as has been already mentioned, to 189,933*l*., and if to this be added the balance of 18,876*l*., carried over from the preceding 12 months, we have a total income for the year of 208,810*l*., being 4,616*l*. in excess of the gross expenditure.

Collection of Arrears.

The mass of arrears of all years outstanding on the 1st April last was 55,009*l*., which, as compared with the arrears outstanding on the 1st April 1892, show a reduction in amount of 4,934*l*.

In the total of arrears outstanding on the 1st April last is included the value of certain tithe grain sold subsequently to the 31st March for upwards of 1,200*l*., so that really the mass of outstanding arrears was reduced during the year 1892-93 by more than 6,000*l*.

The outstanding arrears are lowest in the district of Kyrenia and highest in Papho; the percentage of collections was highest in Famagusta and lowest in Papho, as will be seen from the following statement:—

Districts.	Arrears of 1884-85 to 1891-92 and Assessments of 1892-93.	Outstanding on March 31, 1893.	Collected or written off in 1892-93.	
			Amount.	Percentage.
	£ s. c.p.	£ s. c.p.	£ s. c.p.	Per Cent.
Nicosia	46,063 3 4	13,979 6 2	32,083 17 2	69.7
Larnaca	14,289 10 1	6,071 18 1	8,217 3 0	57.5
Limassol	30,841 11 4	13,175 15 1	17,665 16 3	57.3
Famagusta	26,178 4 0	3,097 7 7	23,080 16 2	88.2
Papho	29,202 9 8	16,377 8 8	12,825 1 0	43.9
Kyrenia	10,103 5 0	2,068 10 8	8,034 14 1	79.5
Wine duties, Larnaca, collected by Customs	563 6 5	239 4 0	324 2 5	57.5
	157,241 10 4	55,009 11 0	102,231 19 4	65.0

The arrears written off during 1892-93 as irrecoverable amounted to 2,080*l*.

The assessments of the year amounted to 97,207*l*., of which there remained outstanding on the 31st March last 24,740*l*., the recoveries being equal to 74½ per cent. of the whole assessment, an improvement as compared with the preceding year of 1½ per cent.

Crops of 1892.

Allusion has already been made in the course of this report to the deficient character of the harvest. A lack of rains in the late spring caused the crops, which earlier had promised exceedingly well, to turn out short. This was notably the case with the cereal crops and the so-called summer crops.

The estimated production of cereals is given in the following statement, in which, for the sake of comparison, are given also the figures of the two preceding years, 1891 and 1890:—

	Year.		
	1892.	1891.	1890.
	Kiles or Bushels.	Kiles or Bushels.	Kiles or Bushels.
Wheat - - -	1,405,268	2,107,900	2,148,176
Barley - - -	1,877,312	2,000,190	2,480,128
Vetches - - -	77,642	191,000	446,896
Oats - - -	197,020	235,000	138,160
	3,557,242	4,534,090	5,213,360

The total yield was some 22 per cent. behind the yield of 1891 and 32 per cent. less than that of 1890.

The surplus for export of wheat and barley was comparatively small, while the production of vetches was insufficient to supply the wants of the Island.

For such grain as was sold for exportation reasonably good prices were obtained in consequence of the demand being chiefly for the neighbouring countries.

In the following table the cereal tithe assessments of lands paying tithe to Government for the year 1892-93 is compared with the assessments of the two preceding years:—

	Year ended March 31.		
	1893.	1892.	1891.
	Kiles or Bushels.	Kiles or Bushels.	Kiles or Bushels.
Wheat - - -	128,696	192,932	199,236
Barley - - -	177,559	185,131	233,286
Vetches - - -	7,181	22,219	41,683
Oats - - -	14,606	14,176	10,025
	328,042	414,458	484,230

The summer crops were in most instances exceptionally poor, the total value being estimated at only about one half the value of 1891-92. The decrease was most noticeable in the case of olives, the crop of which was about one-twentieth of the crop of 1891.

The extent of cotton land under cultivation was 21,436 donums, against 41,775 donums in 1891.

The silk industry and from the tithe assessment cannot be said that any. The carob crop of 1892 was estimated at 34,000 to be exported at the same rate as in the preceding year.

The only advances in small quantities to some extent.

Tithe in kind of 1892.

As was the case in 1891 in kind also the local cereal tithes; they were field watchmen's provisions of "The tithe due to the Sandjak, and of the Government stores.

The grain was a Government store grain storekeepers, an allowance to cover Grain stores were Larnaca, Famagusta, Kyrenia, Karavostasi, description of grain from the following

Stores.

Larnaca - - -
Famagusta - - -
Gastroulli - - -
Chelones - - -
Limassol - - -
Paphos - - -
Latz - - -
Kyrenia - - -
Karavostasi - - -
Nicosia - - -

given in the following
on, are given also the
1890:—

	1890.
Kiles or Bushels.	2,148,176
DO	2,480,128
DO	446,896
DO	138,160
DO	5,213,360

the yield of 1891

was comparatively
efficient to supply

reasonably good
and being chiefly

assessments of lands
1893 is compared

1891.
Kiles or Bushels.
199,236
233,286
41,683
10,025
484,230

tionally poor,
lf the value of
case of olives,
p of 1891.
2436 donums,

The silk industry appears from the Customs records of exports and from the tithe assessment returns to have held its own, but it cannot be said that any marked improvement was visible.

The carob crop of 1892 was a large one; the quantity produced was estimated at 34,000 tons, of which some 12,000 tons remained to be exported at the end of March last. Prices were not so good as in the preceding 12 months.

Seed Corn Advances.

The only advances of seed corn made during the 12 months were small quantities to some two villages of the Larnaca district.

Cereal Tithe in Kind.

Tithe in kind of cereals was taken throughout the Island in 1892.

As was the case in the preceding years the Government received in kind also the locust tax, payable by agriculturists on their cereal tithes; they received in kind the payments on account of field watchmen's taxes chargeable on cereal tithes under the provisions of "The Field Watchmen's Law, 1891," they collected the tithes due to the Evkaf, the tithes of the Abdullah Bey Sandjak, and of the Kouklia Chiflik.

The grain was as usual transported by the tithepayers to the Government stores and there delivered by them to the tithe grain storekeepers, the tithepayers receiving from the Government an allowance to cover cost of transport.

Grain stores were provided for the reception of grain at Larnaca, Famagusta, Gastroulli, Chelones, Limassol, Papho, Latzi, Kyrenia, Karavostasi, and Nicosia; the total quantity of each description of grain delivered at each of these places will be seen from the following account:—

Stores.	Wheat.	Barley.	Vetches.	Oats.	Mixed Grain.
	Kiles or Bushels.	Kiles or Bushels.	Kiles or Bushels.	Kiles or Bushels.	Kiles or Bushels.
Larnaca	26,896	46,253	1,133	2,146	—
Famagusta	24,562	34,815	2,275	735	—
Gastroulli	15,135	12,416	473	90	—
Chelones	5,209	3,557	105	23	—
Limassol	18,164	17,427	574	1,859	—
Papho	17,827	23,161	1,062	10,249	—
Latzi	10,348	7,649	532	5,535	—
Kyrenia	9,536	12,559	540	209	—
Karavostasi	14,638	25,378	395	345	—
Nicosia	22,813	32,777	1,620	547	—
	160,128	215,992	8,709	21,738	—

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B

The following quantities of grain included in the assessment had not been delivered at the time the tithe grain stores were closed :—

Districts.	Wheat.	Barley.	Vetches.	Oats.
	Kiles.	Kiles.	Kiles.	Kiles.
Larnaca - - -	—	—	—	—
Famagusta - - -	60	63	16	2
Limassol - - -	—	—	—	—
Papho - - -	3	4	—	23
Kyrenia - - -	—	—	—	—
Nicosia - - -	587	891	84	56
	650	958	100	81

In only one district, Nicosia, were the arrears of grain considerable. The arrears in all the Nahias of this district were comparatively considerable, but in the Nahia of Morphou they were excessive.

The arrears in the case of the Morphou villages is to be attributed in part to a mistaken idea that it was open to the tithepayers to pay in kind or in money as they chose, and in part to a feeling of reluctance on their part to pay their tithe in any form, either in kind or in money.

Since the stores were closed many of the defaulters have paid in money the value of their undelivered tithes.

In three districts, Larnaca, Limassol, and Kyrenia, it will be seen that there were no arrears, a result creditable to the revenue officials concerned.

Nearly all the grain was disposed of locally, some of it for export but much of it for consumption in the Island.

The prices realised were good, ranging from 25 c.p. to 33 c.p. for wheat, 12½ c.p. to 15 c.p. for barley, up to 37½ c.p. for vetches, and for oats 11 c.p. to 12½ c.p. the kile. Owing to an unexpected fall in prices towards the end of the year the demand for grain slackened and the following quantities remained unsold on the 31st March last, but were subsequently disposed of at remunerative prices :—

Wheat -	-	-	7,064 kiles or bushels.	
Barley -	-	-	193	" "
Vetches -	-	-	3,700	" "
Oats -	-	-	218	" "

As in previous years from the hill villages to England to the quantity so shipped net price realised.

A small sample of locally was also price equivalent to

The total amount received in kind at

REPORT OF

The last Report 31st March 1892, statistical period from the 1st January with the 12 months

The total volume below :—

I. Live animals, food, drink, and narcotics.

II. Raw materials

III. Manufactured articles

IV. Coin and bullion

It will be seen in value the exports the imports exceed. This is a reversal due chiefly to the but a comparative supplemented in more particularly

ed in the assessment
the grain stores were

Vetches.	Oats.
Kiles.	Kiles.
16	2
—	—
—	23
—	—
84	56
100	81

the arrears of grain
of this district were
of Morphou they were

on villages is to be
it was open to the
they chose, and in part
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Island.

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up to 37½ c.p. for
kile. Owing to an
the year the demand
as remained unsold
ntly disposed of at

kiles or bushels.

As in previous years the "superior" barley, that is, the barley from the hill villages of Limassol, Papho, and Nicosia, was shipped to England to Messrs. Bass & Co., of Barton-on-Trent. The quantity so shipped amounted to 16,020 kiles and the average net price realised was 2s. the kile.

A small sample of oats, 2,146 kiles, which could not be disposed of locally was also shipped to England and sold in London at a price equivalent to nearly 11 c.p. the kile.

The total amount realised by the sale of the Government tithes received in kind amounted to 38,260*l*.

I am, &c.

(Signed) Wm. T. TAYLOR,
Receiver-General.

REPORT OF THE CHIEF COLLECTOR OF CUSTOMS.

Trade of the Year 1892.

The last Report submitted was for the period 1st April 1891 to 31st March 1892, but, it having been decided that in future the statistical period for imports and exports shall be for the year from the 1st January to the 31st December, this report will deal with the 12 months ended 31st December 1892.

The total volume of trade for the 12 months is summarised below:—

	Imports.	Exports.	Total.
	£	£	£
I. Live animals, food and drink, and narcotics.	117,399	231,593	348,992
II. Raw materials	67,626	56,341	123,967
III. Manufactured articles	161,796	10,231	172,027
IV. Coin and bullion	23,153	40,794	63,947
	369,974	338,959	708,933

It will be seen that the imports for the 12 months exceeded in value the exports by 31,015*l*, or, if coin and bullion be excluded, the imports exceeded the exports by no less a sum than 48,656*l*. This is a reversal of the order of the preceding two years and is due chiefly to the moderate cereal harvest of 1892, which produced but a comparatively small surplus for exportation and had to be supplemented in some respects by considerable importations, more particularly of flour and vetches.

The trade was divided among the several districts of the Island as follows :—

	Imports.		Exports.	
	Merchandise.	Coin and Bullion.	Merchandise.	Coin and Bullion.
Larnaca - - -	£ 228,396	£ 8,814	£ 116,688	£ 35,549
Limassol - - -	94,844	14,339	95,408	5,245
Famagusta - - -	10,568	—	37,321	—
Kyrenia - - -	10,246	—	22,736	—
Papho - - -	1,994	—	19,815	—
Nicosia - - -	773	—	6,297	—
Total - - -	346,821	23,153	298,165	40,794

And the direction of trade will appear from the subjoined tabular statement :—

	Imports.			Exports.		
	Merchandise.		Coin.	Merchandise.		Coin.
	Value in Sterling.	Per-centage.		Value in Sterling.	Per-centage.	
United Kingdom -	£ 105,152	£ 30·3	—	£ 76,576	£ 25·7	£ 2,512
British Colonies -	675	0·2	—	5,712	1·9	—
Turkey - - -	108,381	31·2	9,997	46,538	15·6	20,518
Egypt - - -	36,820	10·6	12,568	54,386	18·2	10,317
Austria - - -	44,505	12·9	10	14,150	4·8	5,875
France - - -	25,466	7·3	—	61,704	20·7	1,572
Greece - - -	6,949	2·0	3	3,441	1·2	—
Italy - - -	2,272	0·7	529	22,665	7·6	—
Russia - - -	11,683	3·4	—	270	0·1	—
Roumania - - -	2,036	0·6	46	4,516	1·5	—
Spain - - -	—	0·0	—	8,156	2·7	—
Other Countries -	2,892	0·8	—	101	0·0	—
Total - - -	346,821	100·0	23,153	298,165	100·0	40,794

It will be seen that the trade with the United Kingdom occupied the first place with 30·3 of the imports and 25·7 of the exports; Turkey contributed 31·2 of the imports and took 15·6 of the exports; Egypt came next with 10·6 of the imports and 18·2 of the exports; and the trade with France was fourth in order of value with 7·3 of the imports and 20·7 of the exports.

The imports from Turkey were swollen by the value of the flour and vetches imported for food purposes, and a marked

decrease is visible while in the case of those of

The decrease with France,

The total in of 1891 by 10 those of 1891

Imports -

Exports -

Total

The increase the same case production of wheat and quantities of

The following principal articles

I.—

Animals -

Vetches -

Flour -

Butter -

Coffee -

Olive oil -

Rice -

Sugar -

Tobacco leaf -

Beer -

Spirits -

Provisions, &c.

Exports of the Island

Exports.	
Merchandise.	Coin and Bullion.
£	£
116,588	35,549
95,408	5,245
87,321	—
22,736	—
19,815	—
6,297	—
299,165	40,794

Exports from the subjoined

Exports.	
Merchandise.	Coin.
Per-centage.	
£	£
25.7	2,512
1.9	—
15.6	20,518
18.2	10,317
4.8	5,875
20.7	1,572
1.2	—
7.6	—
0.1	—
1.5	—
2.7	—
0.0	—
100.0	40,794

United Kingdom
ports and 25.7 of the
ports and took 15.6 of
imports and 18.2 of
fourth in order of
exports.
by the value of the
les, and a marked

decrease is visible in the imports from France, Greece, and Russia, while in the case of the other countries the imports varied little from those of the preceding year.

The decrease in the exports showed itself chiefly in the trade with France, Turkey, Italy, and Spain.

The total imports of merchandise in 1892 exceeded the imports of 1891 by 10,016*l.* while the exports of 1892, were less than those of 1891 by 137,819*l.* The actual figures are shown below :—

	1892.	1891.	More.	Less.
	£	£	£	£
Imports - - -	346,821	336,805	10,016	—
Exports - - -	298,165	435,984	—	137,819
Total - - -	644,986	772,789	Net decrease.	127,803

The increase in imports and decrease in exports are both due to the same cause, already alluded to, namely the moderate cereal production of 1892, which gave but a comparatively small surplus of wheat and barley for exportation, and required considerable quantities of flour and vetches to be brought in.

Imports.

The following table shows the quantities and values of the principal articles imported in 1892 as compared with 1891 :—

	1892.		1891.		More.	Less.
	Quantity.	Value.	Quantity.	Value.		

I.—LIVE ANIMALS, ARTICLES OF FOOD AND DRINK, AND NARCOTICS.

Animals - -	357	£ 4,859	366	£ 5,382	£ —	£ 523
Vetches - kiles	65,096	10,801	3,826	592	10,209	—
Flour - cwt.	30,387	15,683	11,695	6,629	9,054	—
Butter - "	2,101	6,589	2,088	7,169	—	580
Coffee - "	2,249	8,712	1,854	9,382	—	670
Olive oil - "	1,906	3,000	2,203	3,613	—	613
Rice - "	14,424	8,022	11,902	6,396	1,626	—
Sugar - "	12,744	11,836	14,011	12,283	—	447
Tobacco leaf, ckes	3,652	15,165	3,474	13,815	1,350	—
Beer - { doz. 3,417 } { galls. 48,852 }		5,066	{ 2,670 } { 55,000 }	5,493	—	427
Spirits - { doz. 2,236 } { galls. 20,399 }		3,900	{ 2,601 } { 19,000 }	4,409	—	599
Provisions, &c. -	—	10,620	—	12,444	—	1,824

	1892.		1891.		More.	Less.
	Quantity.	Value.	Quantity.	Value.		

II.—RAW MATERIALS.						
Cotton yarn cwt.	5,834	£ 19,704	5,481	£ 20,207	—	£ 563
Coal tons.	2,213	3,129	1,970	2,716	413	—
Iron and steel cwt.	8,040	3,617	7,808	3,772	—	155
Leather "	2,340	12,714	3,170	16,782	—	4,068
Timber "	—	19,106	—	20,598	—	1,492

III.—MANUFACTURED ARTICLES.						
Cotton piece goods	—	43,234	—	42,837	397	—
Haberdashery, &c.	—	3,580	—	2,839	641	—
Silk manufactures	—	4,641	—	4,752	—	111
Woollen do.	—	20,421	—	20,351	70	—
Iron do.	—	5,639	—	4,600	1,030	—
Arms and ammunition.	—	2,419	—	4,034	—	1,615
Casks	23,543	8,735	23,896	7,551	1,184	—
Drugs and medicines.	—	3,023	—	2,510	513	—
Earthen and glass-ware.	—	8,682	—	6,932	1,750	—
Indigo cwt.	89	2,744	106	3,117	—	373
Petroleum galls.	272,001	7,364	303,552	10,105	—	2,741
Soap cwt.	6,709	9,395	5,302	7,807	1,593	—
Sacks	—	2,105	—	5,074	—	2,969

In the food class it will be seen that there were important increases in the quantities of vetches, flour, and rice imported, all a direct result of the moderate harvest of the year; the somewhat considerable increase in leaf tobacco is due to manufacturers having allowed their stocks to run down; in the other principal articles of this class a decrease is shown, the decrease being due, like the increases in other articles, to the moderate harvest. In Cyprus so much depends upon the harvest that when this is not up to the mark trade generally suffers.

In the "Raw Materials" class large reductions are observable in leather and timber for the same reason that I have just mentioned. Cotton yarns are included under this head because in Cyprus those yarns are imported for the purpose of being woven into the so-called native stuffs for which there is a large demand; the yarns are imported wholly from the United Kingdom.

Under the head of "Manufactured Articles" cotton piece goods as usual come first, about 71 per cent. of the total imports being imported direct from the United Kingdom, and of the remaining 29 per cent. by far the greatest part consisting of English goods imported from Turkish ports. Woollen manufactures occupy the

second place, about Kingdom. The very important increase; of unwrought iron Kingdom, but an in of inferior workman There was also a co glassware, empty ca in the case of gunpo soap looks as if the own against the imp only apparent, the exceptionally large attributed, as in the comparatively poor

The increases and be seen from the fo

	Quant
--	-------

I.—LIVE ANIM

Animals - "	130
Carobs - tons.	29
Corn—	
Wheat - kiles.	130
Barley - "	333
Oats - "	75
Vetches - "	3
Cheese - cwt.	3
Fruit —	
Oranges and lemons.	5,633
Raisins - cwt.	2
Other fruit - "	2
Vegetables - "	
Tobacco - "	
Spirits - galls.	121
Wine - "	1,600

Cotton - cwt.	10
Silk cocoons - "	
Wool - "	
Aniseed - "	

More.	Less.
£	£
—	563
413	—
—	155
—	4,098
—	1,492
397	—
641	—
—	111
70	—
1,030	—
—	1,015
1,184	—
513	—
1,150	—
—	373
—	2,741
1,588	—
—	2,969

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rice imported, all
the somewhat
to manufacturers
other principal
increase being due,
late harvest. In
when this is not

are observable
have just men-
head because in
of being woven
a large demand;
Kingdom.

otton piece goods
al imports being
of the remaining
English goods
ures occupy the

second place, about 47 per cent. being brought from the United Kingdom. The value of iron manufactures imported shows an important increase; the imports of iron manufactures, as well as of unwrought iron and steel, are principally from the United Kingdom, but an increasing tendency is shown to import articles of inferior workmanship and lower value from other countries. There was also a considerable increase in the value of earthen and glassware, empty casks, and soap imported, and a marked decrease in the case of gunpowder, petroleum, and sacks. The increase in soap looks as if the Island manufacture was not able to hold its own against the imported article, the decrease in gunpowder is only apparent, the import of the previous year having been exceptionally large; the decrease in petroleum and sacks may be attributed, as in the case of other articles mentioned above, to the comparatively poor harvest.

Exports.

The increases and decreases in the chief articles of export will be seen from the following table:—

	1892.		1891.		More.	Less.
	Quantities.	Value.	Quantities.	Value.		

I.—LIVE ANIMALS, ARTICLES OF FOOD AND DRINK, AND NARCOTICS.

		£	£	£	£	£
Animals	—	3,961	11,117	2,587	11,834	717
Carobs	tons.	29,613	98,955	37,759	130,934	31,079
Corn:—						
Wheat	kiles.	139,863	25,212	414,686	69,519	44,307
Barley	—	335,265	28,759	527,327	46,090	17,241
Oats	—	75,350	4,789	54,001	3,630	1,150
Vetches	—	1,232	134	85,005	10,549	10,414
Cheese	cwt.	2,751	3,936	4,074	9,351	4,445
Fruit —						
Oranges and lemons.		5,635,198	4,177	5,058,733	3,376	801
Raisins	cwt.	20,023	5,092	18,902	8,182	3,180
Other fruit	—	24,602	4,106	26,528	4,490	354
Vegetables	—	7,741	945	9,969	1,451	506
Tobacco	—	162	1,697	136	1,446	251
Spirits	galls.	124,917	7,510	98,085	5,665	1,045
Wine	—	1,608,593	32,800	1,612,403	46,926	14,126

II.—RAW MATERIALS.

		£	£	£	£	£
Cotton	cwt.	10,613	16,605	9,118	19,192	2,587
Silk cocoons	—	761	10,206	768	10,011	195
Wool	—	3,636	6,491	2,113	5,572	919
Aniseed	—	426	365	3,902	3,521	3,156

	1892.		1891.		More.	Less.
	Quantities.	Value.	Quantities.	Value.		
Skins - cwt.	1,590	£ 9,341	1,308	£ 9,138	£ 703	£ —
Linseed - "	5,493	2,369	4,698	2,338	—	469
Sesame - "	—	—	2,645	1,993	—	1,993
Sponge - "	83	2,921	112	4,027	—	1,106
Sumac - "	10,184	2,994	7,760	1,683	1,361	—
Terra Umbra - tons.	2,243	1,228	2,675	1,407	—	179
III.—MANUFACTURED ARTICLES.						
Cordage - cwt.	439	569	410	717	—	148
Cotton Goods -	—	495	—	912	—	417
Earthenware -	—	693	—	592	191	—
Gypsum - tons.	1,850	1,449	2,355	1,585	—	136

The exports of animals consisted chiefly of mules sent to Turkey and Egypt, oxen and swine to Egypt, and donkeys to Turkey.

The value of the cereal exports amounted only to 58,894*l.*, less than one-half the value of the exports of 1891; the wheat went almost entirely to France and Italy, the barley to France, Egypt, the United Kingdom, and Turkey, in the order named, and the oats to France.

In the matter of value carobs or locust beans took the first place among the exports of Cyprus. The direction of trade in this article is shown below:—

	Quantity.	Value.
	Tons.	£
United Kingdom -	14,822	50,834
France -	4,801	15,413
Italy -	3,088	9,526
Egypt -	2,996	10,339
Spain -	2,473	8,148
Gibraltar -	868	2,554
Other Countries -	565	2,141
Total -	29,613	98,955

The quantity remaining at the end of the year still to be shipped was estimated at from 18,000 to 20,000 tons.

The exports of cheese, which were little more than one-half those of the preceding year, went in almost equal quantities to Turkey and Egypt.

The export trade is usual nearly the

The exports are chiefly to Austria, the rule. Some cleaned and prepared without encouragement as usual to Egypt.

An improvement in spirits exported, to develop.

The Cyprus wine the French market of value; the total 1,060,733 gallons with 402,890 gallons parcels of Cyprus.

In the "Rural" increase in quantity previous year, the ruled and much year. Silk cloth an improvement in exports of skins and of aniseed preceding year unfortunate in and there was a

The quantity show a decrease figures given by and carried off

In the class in Cyprus, cotton ware (from 1 exports of gypsum)

The number as follows:—

Entered -	-
Cleared -	-
Total -	-

	More.	Less.
ue.		
138	£ 703	£ —
838	—	469
993	—	1,993
927	—	1,106
133	1,361	—
407	—	179
17	—	148
12	—	417
02	191	—
85	—	186

of mules sent to
pt, and donkeys to

only to 58,894l., less
91; the wheat went
y to France, Egypt,
er named, and the

beans took the first
irection of trade in

Value.
£
50,834
15,413
9,526
10,339
8,148
2,554
2,141
98,955

year still to be
tons.
more than one-half
equal quantities to

The export trade in oranges and lemons continues to grow; as usual nearly the whole quantity was sent to Roumania.

The exports of raisins were moderate in quantity, and went chiefly to Austria, Turkey, and Roumania; very low prices were the rule. Some experimental shipments were made of raisins, cleaned and prepared for sale, in the European markets, but so far without encouraging results. The shipments of other fruit were as usual to Egypt.

An improvement took place in both the quantity and value of spirits exported, an improvement which it is hoped may continue to develop.

The Cyprus wines continued during the year to be shut out from the French market, the consequence being apparent in the decrease of value; the bulk of the exports went to Egypt, which took 1,060,733 gallons, valued at 19,301l., while Turkey came second with 402,890 gallons, value 8,335l.; Austria and Italy took some parcels of Commanderia, valued at 918l. and 1,822l. respectively.

In the "Raw Material" class the cotton exports show an increase in quantity, but decrease in value, as compared with the previous year, the export being restricted by the low prices which ruled and much cotton remained unshipped at the end of the year. Silk cocoons show a slight improvement in value, wool an improvement both in quantity and value, as do also the exports of skins and sumac; the exports of sesame were "nil" and of aniseed, not much more than one-tenth those of the preceding year, due to failure of the crops, a failure particularly unfortunate in the case of aniseed, as high prices were the rule; and there was the usual limited trade in terra umbra.

The quantity and value of sponges declared for exportation show a decrease, but, as has often previously been explained, the figures given by no means represent the actual quantity taken and carried off by the boats engaged in the fishery.

In the class of "Manufactured Articles," a class very limited in Cyprus, cordage and cotton goods show a falling off, earthenware (from Famagusta) shows some improvement, and the exports of gypsum were somewhat less than in 1891.

Shipping.

The number and tonnage of vessels entered and cleared were as follows:—

	Sailing Ships.		Steamers.		Total.	
	No.	Tons.	No.	Tons.	Vessels.	Tonnage.
Entered . . .	1,060	57,194	163	198,414	1,223	255,608
Cleared . . .	1,068	61,000	163	198,414	1,231	260,314
Total . . .	2,128	119,094	326	396,828	2,454	515,922

A decrease in sailing vessels entered of 209 ships (25,092 tons), the decrease being due in part to steam vessels having in a great measure superseded sailing ships in the carob carrying trade, in part to the fewer number of ships required for the carriage of cereals, and in part to quarantine restrictions. Under the head of "Steamers" is shown an increase of 22 ships (47,188 tons), due to the steamers of the Messageries Company having called regularly during the year, and to an increase in the number of British steamers which touched at ports in the Island.

The distribution of the shipping trade according to nationalities is shown below :—

	Sailing Ships.		Steamers.		Total.	
	No.	Tons.	No.	Tons.	Vessels.	Tonnage.
British	4	1,318	116	85,078	120	86,396
Cypriote	546	15,666	—	—	546	15,666
Ottoman	1,299	43,148	—	—	1,299	43,148
Austrian	10	3,076	106	122,966	116	126,042
French	2	328	100	187,066	102	187,394
Greek	100	18,681	2	446	102	19,127
Italian	97	33,709	—	—	97	33,709
Norwegian	4	1,172	—	—	4	1,172
Russian	4	1,389	—	—	4	1,389
Spanish	—	—	2	1,272	2	1,272
Swedish	2	607	—	—	2	607
Total	2,123	119,094	326	396,828	2,454	515,922

The following were engaged during the year in the coasting trade of the Island :—

	Sailing Ships.		Steamers.		Total.	
	No.	Tons.	No.	Tons.	Vessels.	Tonnage.
Entered	1,827	39,097	113	105,940	1,940	144,737
Cleared	1,830	38,682	113	105,940	1,943	144,322
Total	3,657	77,779	226	211,280	3,883	289,059

Of the above, 58 steamers, with a registered tonnage of 40,281 tons, and one sailing ship with a registered tonnage of 319 tons, of British nationality were among the vessels "entered," and a like number of British were among the vessels cleared.

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of the Island was

The number of
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August 1893.

CHIEF SECRETARY
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ships (25,092 tons),
 having in a great
 proportion carrying trade,
 for the carriage of
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 of ships (47,188 tons), due
 to being called regularly
 number of British

ing to nationalities

Total.	
Vessels.	Tonnage.
120	86,396
546	15,606
1,299	43,148
116	126,042
102	187,394
162	19,127
97	33,709
4	1,172
4	1,389
2	1,273
2	607
2,454	515,922

in the coasting

Total.	
Vessels.	Tonnage.
1,940	144,737
1,943	144,322
3,883	289,059

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 ge of 319 tons,
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 red.

Licensed Boats and Boatmen.

The number of boats licensed to ply for hire in the various ports of the Island was 113, and the number of licensed boatmen 121.

Sponge Fishing.

The number of boats for which licences were issued during the year was :—

1st Class, equipped with diving apparatus - 9
 2nd, " " with scratching apparatus only - 10

Lighthouses.

Here it may not be out of place to mention that the light service of the Island was carried on satisfactorily during the year. From the 15th May a light of the 4th order, flashing every half-minute, was exhibited from the new lighthouse on Cape Greco; this light does its work well and is a decided boon to shipping frequenting the ports of Famagusta and Larnaca.

(Signed) W. T. TAYLOR,
 Chief Collector of Customs.

August 1893.

REPORT ON PUBLIC WORKS.

CHIEF SECRETARY,

Nicosia, June 7, 1893.

I HAVE the honour to forward, for the information of the Government, the following report on the operations of the Public Works Department for the year which ended on the 31st March last :—

ROADS AND BRIDGES.

During the last year the following roads have been constructed :—

Korno-Kophinou Road.

The earthworks and drainage of this road for a distance of 4 miles were completed in 1891-92 and during the past year the whole length of the road (9 miles) has been constructed, and there is now a fair carriage road between Nicosia and Limassol, a distance of 54 miles; during the summer months, and when the torrents are bridged, communication by wheeled traffic between these two important towns could be maintained in all weather.

Kato Lefkara Road.

A branch road about $1\frac{1}{4}$ miles in length, to connect the village of Kato Lefkara with the Kofinou Lefkara main road, was nearly completed during the past year and a masonry bridge of 12 feet span and 20 feet high has been constructed over the torrent close to the village. Half the cost of these works will be borne by the villagers interested.

Khirokitia-Ora Road.

The earthworks and drainage of this road, for a distance of $2\frac{1}{4}$ miles, were completed during the past year. A further $9\frac{3}{4}$ miles remain to be done. This road commences at the village of Ora and will pass close to the villages of Vavla and Layia, terminating near the Khirokitia Bridge on the main road from Kophinou to Limassol. A masonry bridge of 10 feet span over the torrent near the village of Ora was constructed. Half the cost of these works will be borne by the villagers interested.

Papho District Roads.

The Ktima-Polis Road has been extended for about $3\frac{3}{4}$ miles, and a total length of about 18 miles is now practicable for wheeled traffic and the road is within 1 mile of the village of Samo.

The Kelokedara Nahieh Road has been extended for about $2\frac{1}{4}$ miles and a total length of about $14\frac{1}{4}$ miles is now open for wheeled traffic and the road is within a quarter of a mile of the village of Kelokedara.

The following is a summary of road work done during the past year:—

	Roads formed and drained.	Portions metalled.
	Miles.	Miles.
Nicosia to Famagusta - -	2	2
" " Kyrenia - -	$1\frac{1}{2}$	$1\frac{1}{2}$
" " Peristerona - -	1	1
" " Limassol (as far as Korno) - -	4	4
Korno " Kofinou - -	5	$7\frac{1}{2}$
Kophinou to Limassol - -	—	2
Larnaca Central Messaria Road - -	$1\frac{1}{2}$	$1\frac{1}{2}$
Larnaca to Kophinou - -	—	1
Kato Lefkara Road - -	$1\frac{1}{4}$	—
Khirokitia to Ora - -	$2\frac{1}{4}$	—
Ktima to Polis - -	$3\frac{3}{4}$	$\frac{1}{2}$
Kelokedara Nahieh Road - -	$2\frac{1}{4}$	—
Ktima to Kuklia - -	—	1
Total - -	$24\frac{1}{2}$	22

The road from Nicosia to Famagusta has been metalled and the following roads:

Nicosia to Famagusta
" " Kyrenia
" " Peristerona
" " Limassol (as far as Korno)
" " Kofinou
" " Kophinou
Larnaca Central Messaria Road
" " Larnaca to Kophinou
" " Kato Lefkara
" " Khirokitia to Ora
" " Ktima to Polis
" " Kelokedara Nahieh
" " Ktima to Kuklia

besides other small roads have been repaired some of the worst.

During the past year an iron lattice girder bridge was constructed between Nicosia and Larnaca. The present old stone bridge was repaired on several occasions during the past year and is considered altogether unsafe in eight 40-foot spans. The width of the road is 3-inch creosoted timber and the height of the bridge over the Messaria has been constructed. The trusses on a masonry roadway, which consists of other spans of 10 feet constructed over the Messaria, which consists of a near the site of a station of communication between Nicosia and Messaria.

Two masonry bridges were constructed on the road between Nicosia and Famagusta, one 10 feet and the other 12 feet.

All the excavations were excavated and crete. One block

The road from Nicosia to Larnaca and the Limassol Wine Roads have been maintained in good repair throughout the year, and the following roads have been kept in fair working order:—

Nicosia to Famagusta,
 " Limassol (as far as Korno),
 " Kyrenia,
 " Kythrea,
 " Peristerona,
 Larnaca Central Messaria Road,
 " to Limassol *via* Kofinou,
 Limassol to Papho (as far as Episcopi),
 Tricomo to Rhizo Carpas,
 Kophinou to Lefkara,
 Papho Roads,

besides other small minor roads. Altogether about 330 miles of road have been repaired and whenever there was money available some of the worst places have been metalled.

During the past year a portion of the ironwork for a wrought iron lattice girder bridge over the Idalia river at Peroi, on the Nicosia Larnaca Road, was purchased. This bridge will replace the present old stone bridge built by the Turks, and which has on several occasions during high floods given way, and could never be considered altogether safe. The new bridge will be constructed in eight 40-foot spans, on cast iron piers with masonry abutments. The width of the roadway, which will consist of two thicknesses of 3-inch-cresoted timber, will be 18 feet between the main girders and the height will be about 16 feet above the river bed. A bridge over the Margi river, on the Nicosia Limassol Road, has been constructed. This bridge is of two 30-foot spans of timber trusses on a masonry pier and abutments, and the width of the roadway, which consists of double planking, is 11 feet.

A bridge consisting of one timber truss of 30-foot span and two other spans of 10 feet each, on masonry piers and abutments, was constructed over the Kleftis river. The width of the roadway, which consists of planking, is 10 feet. This bridge was erected near the site of an old ruined masonry bridge and is the means of communication between many of the important villages of the Messaria.

Two masonry bridges were constructed over torrents on the road between Tricomo and Rhizo Carpas, one with a span of 12 feet and the other with one span of 12 feet and two of 6 feet each.

WORKS AND BUILDINGS.

New Central Prison, Nicosia.

All the excavations for the most important blocks of buildings were excavated and about three-quarters of them filled in with concrete. One block of buildings destined to become the prison work-

connect the village of
 road, was nearly
 ridge of 12 feet span
 torrent close to the
 rne by the villagers

a distance of 2½
 further 9¾ miles
 the village of Ora
 Layia, terminating
 from Kophinou to
 or the torrent near
 ost of these works

r about 3½ miles,
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Portions
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Miles.

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 22

shops was so far completed as to be made use of as stores, &c., during the progress of the works. The walls of one of the main cell blocks had reached a height of 4 feet and one cell entirely completed as a model. A small portion of the boundary wall was also constructed during the past year. About a quarter of the total quantity of stone required was quarried and transported to the site, a distance of over 2 miles, and about 1 mile of new road constructed for this purpose.

New Hospital, Nicosia.

A corridor to connect this building with the Jubilee Eye Hospital has been constructed; also a latrine building.

Leper Farm.

Another new building has been added for the use of lepers; it contains five rooms, each room affording ample space for two lepers.

Recreation Room.

An octagonal building, 24 feet internal diameter, for the use of the inmates of the farm, has been constructed.

The new road constructed the previous year, which joins on to the Nicosia-Larnaca Road from the Nicosia-Limassol Road, has been fenced in with iron wire and standards on the farm side.

Government Offices, Nicosia.

A drinking water supply for these buildings has been obtained by means of a pumping station, tank, and iron pipes connected with the town aqueduct.

Central Prison, Nicosia.

An apparatus for boiling, filtering and aerating drinking water for the use of the inmates of this establishment has been provided.

Government House, Nicosia.

An additional room has been built on the west side of the building and a new pig sty and poultry house near the stables.

Karavastassi Iron Jetty.

The material for a jetty, 130 feet long and 8 feet wide, terminating with a T end 23 feet long at each side, was purchased the previous year, and during the past year the work has been completed.

Improving Entrance, Inner Harbour, Famagusta.

This work was again proceeded with during the past year, and although only a small sum was expended good results were obtained.

This old causeway has been somewhat improved and the roadway widened.

This pier, which was raised by the Government, was raised.

These buildings were constructed at a cost of 22,000 liles.

A small station has been built.

The embankment has been raised to prevent the rain.

A new slip, which greatly facilitates the launching of boats.

This building has been erected to prevent the necessary flues.

Three additional buildings have been erected during the year.

Boarded up the space in front of the stables to prevent the cattle from entering.

An hospital has been commenced at the new station.

The timbering of the roads and the Island.

Causeway, Land Gate, Famagusta.

This old causeway having become dilapidated, and considered to be somewhat unsafe, it was placed in a thorough state of repair and the roadway widened.

Gastroulli Pier.

This pier, which was built to facilitate the loading and unloading of Government tithe grain, having been found to be too low, was raised.

Kyrenia Grain Stores.

These buildings, required for storing Government tithe grain, were constructed during the past year and have a storing capacity of 22,000 kiles.

Police Station, Old Larnaca.

A small station has been constructed during the past year.

Larnaca Salt Lake Drains.

The embankments have been strengthened and repaired so as to prevent the rain water from entering the lake.

Larnaca Boat-Slip.

A new slip, constructed of iron rails, has been completed, which greatly facilitates the launching and hauling up of the port boats.

Limassol Konak.

This building has been heated throughout by stoves, with the necessary flues and chimney stacks.

Government Offices, Troodos.

Three additional stalls at stables were added during the past year.

Government Cottage, Troodos.

Boarded ceilings were put in on the first floor, and a portion of the space in roof converted into an attic and the remainder floored. The stables were also roofed in with corrugated iron sheets.

Papho Prison.

An hospital ward and a ward for prisoners awaiting trial were commenced the previous year, and completed during the past year.

Papho Iron Jetty.

The timbers of this structure were renewed. During the year 70 Government works and buildings (exclusive of roads and bridges), have been repaired in various parts of the Island.

IRRIGATION WORKS.

Kiti Canal.

A masonry dam was built across the Tremithiou river so as to increase the amount of water passing through the canal. The banks were repaired and the sand that had accumulated after the winter rains cleared away.

Ayios Serghi.

The construction of three large masonry dams in the Copri river was completed in October last. It was estimated that 1,101 donums of land would be benefited by these dams, and during my recent inspection of the works I was informed by several villagers interested that the dams had proved a great success, and that much more land had been benefited than was at first estimated.

Bouca and Strongili Branches.—Idalia Canal.

These branches were cleaned out and the banks repaired.

Vitili Branch.—Idalia Canal.

Another sluice has been constructed and one repaired.

Old Weir.—Pedras Canal.

Repairs of a small nature have been carried out.

The cost of all the above irrigation works will be borne by the villagers interested.

LABOUR EMPLOYED.

The following statement shows the daily average number of paid labourers (exclusive of labour employed by contractors) and convicts employed by the Public Works Department during the past year, compared with the returns of the previous year :—

		1891-92.	1892-93.
Paid Labourers	-	304	336
Convicts	- -	74	111
Total	- - -	378	447

(Signed)

JAS. CUNNINGHAM,
Officer in charge, Public
Works Department.

REPO

CHIEF SECRETARY

I HAVE THE
Christian Schools
September 1892
1st January to 3

At the beginning
new schools were
closed for some time

On the other
operation in the
year 1891-92.

The number
being 56.

The following

School Year.

1886-87

1887-88

1888-89

1889-90

1890-91

1891-92

Of the 56 schools
several will be
closed owing to
contributions required

The 226 schools
as follows :—

I.—

II.—

III.—

IV.—

and it will be con

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REPORT OF THE INSPECTOR OF SCHOOLS.

Education Office,

August 3, 1893.

CHIEF SECRETARY,

I HAVE the honour to present a report, which, as regards Christian Schools, is for the school year 1st October 1891 to 30th September 1892; and as regards Moslem Schools, is for the year 1st January to 31st December 1892.

A.—CHRISTIAN SCHOOLS.

At the beginning of the school year, viz., in October 1891, four new schools were established, and five old schools which had been closed for some time were re-opened.

On the other hand no less than 24 schools which were in operation in the previous year were closed throughout the school year 1891-92.

The number in operation was therefore 226, the number closed being 56.

The following Table shows the figures for the last six years.

School Year.	Number of Schools registered.			Number of new Schools.
	In operation.	Temporarily closed.	Total.	
1886-87	207	34	241	—
1887-88	219	28	247	6
1888-89	225	33	258	11
1889-90	223	42	265	7
1890-91	241	37	278	13
1891-92	226	56	282	4

Of the 56 schools which are now closed, it is probable that several will be re-opened, but the majority are likely to remain closed owing to the inability of the villagers to raise the local contributions required to maintain them.

The 226 schools that were open may be divided into four classes as follows:—

- I.—3 High Schools,
- II.—6 Endowed Schools,
- III.—198 Aided Schools,
- IV.—19 Unaided Schools,

and it will be convenient to speak of these four classes separately.

I.—Three High Schools.

The High Schools at Nicosia, Larnaca, and Limassol are maintained entirely by voluntary contributions without any aid from Government.

There were five masters in the school at Nicosia, three at Larnaca, and four at Limassol. Their salaries amounted altogether to 762*l.* 4*s.* 4*c.p.*, which is an average salary of 63*l.* 10*s.* 3*c.p.*

Three hundred and sixty-one boys were enrolled in the three schools. Expenses other than masters' salaries amounted to 63*l.* 4*s.* 5*c.p.*

The total cost of these schools was therefore 825*l.* 9*s.*

II.—Six Endowed Elementary Schools.

Only two of the schools in this class are, strictly speaking, endowed, *i.e.*, maintained by the interest of monies bequeathed for their maintenance. These are *Ora* and *Kaminaria*.

Pera Girls' school is maintained by a Cypriot now living at Cairo, who some years ago built a fine school-room at his sole expense, and gives every year the rent of a house belonging to him for the support of the school, the sum being sufficient to cover all expenses.

The other three schools in this class, *Pyrgos*, *Mouagis*, and *Drousha* are maintained by the Cypriot Brotherhood of Egypt. The Brotherhood sends every year to the local managers of these schools a sufficient sum to cover all the expenses.

In these six cases, therefore, there are no local contributions, and also no aid is required from Government.

The number of teachers employed in them is seven. The aggregate of their salaries is 231*l.*, which gives an average salary of 33*l.*

This is considerably above the average salary of the masters of schools which are aided by the Government.

The number of children taught in these six schools is 357 (315 boys and 42 girls).

The total cost is only 20*l.* more than the sum paid for salaries.

III.—198 Aided Elementary Schools.

The sum divided amongst these 198 schools, that were aided by the Government for the school year 1891-92, was 2,281*l.* 10*s.* These figures show an average grant of 11*l.* 11*s.*

The voluntary contributions locally raised to make up with these Government Grants, the salaries promised to the masters, would have amounted (if they had all been paid) to 3,501*l.* 2*s.* 1*c.p.*

The sum of all the salaries agreed upon for these 198 schools was 5,782*l.* 12*s.* 1*c.p.*

The number of the teachers was 241 (205 masters and 36 mistresses).

The average average is far to

Moreover, it upon are not paid, but allowed average salary above. How continually of which have been for years after elsewhere, or to

Everything under the system (but especially) unsatisfactory.

Some changes schools are even

The number 9,360 (7,650 by

The average during the year school requisites salaries; as far under this head

Adding this should have been of these 198 schools

These figures 31*l.* 14*s.* 4*c.p.*

Nineteen schools of the year) contributions.

Twenty masters

The salaries average salary

It cannot be character which

The number boys and 40 girls

I have not promised to agreements have performed the

No expenses incurred.

So that the 10*l.* 4*s.* 4*c.p.*

The average salary was therefore very nearly 24*l*. This average is far too low to secure the services of competent teachers.

Moreover, it is certain that in many cases the salaries agreed upon are not paid in full, and in many more cases are not paid when due, but allowed to fall into hopeless arrear, so that the actual average salary is considerably lower even than the sum named above. How much lower, it is impossible to tell, but I hear continually of masters endeavouring to recover sums of money which have been owing to them for a long time, sometimes even for years after they have given up their posts in disgust and gone elsewhere, or taken to some other employment.

Everything connected with the management of the schools under the system which has been in force for the last 12 years, (but especially the collection of local contributions) is extremely unsatisfactory.

Some change in the system is imperatively required if the schools are ever to become efficient.

The number of children enrolled in the 198 aided schools was 9,360 (7,650 boys and 1,710 girls).

The average attendance was 7,200. Very little was expended during the year for school building and repairs, for supply of school requisites, and for other charges over and above the masters' salaries; as far as can be ascertained the total sum expended under this head was 503*l*. 0*s*. 6*c.p.*

Adding this amount to the sum named above, which was (or *should have been*) paid to the masters, we find that the total cost of these 198 schools was 6,285*l*. 12*s*. 7*c.p.*

These figures make the average cost of an aided school 31*l*. 14*s*. 4*c.p.*

IV.—19 Unaided Schools.

Nineteen schools were in operation (some of them only for part of the year) which depended entirely upon local voluntary contributions.

Twenty masters were employed in them.

The salaries agreed upon amounted to 228*l*. 5*s*., which gives an average salary of 11*l*. 8*s*. 2*c.p.*

It cannot be expected that schools should have any permanent character which are so inadequately supported.

The number of children enrolled in these schools was 477 (437 boys and 40 girls), and the average attendance was 340.

I have no means of knowing how much of the salaries promised to these masters was actually paid, but if the agreements had been all duly kept for the service actually performed the amount would have been 194*l*. 5*s*.

No expenses beyond the masters' salaries appear to have been incurred.

So that the average cost of the 19 unaided schools was 10*l*. 4*s*. 4*c.p.*

Of the 226 schools comprised in the above four classes, 22 are girls' schools, the number of mistresses being 38.

The total number of girls enrolled in all the schools (many of the village schools being mixed) was 1,792.

The number of boys was 8,763, total enrolment, 10,555.

In the previous year the total enrolment was 10,944.

The decrease is owing to the fact stated above, that the number of schools in operation was 15 less than in the previous year (226 instead of 241).

A law was passed by the Legislative Council in 1892, which required that all the existing masters of elementary Christian schools should undergo a month's instruction in the new method of teaching taught in the training school at Athens.

Five of our schoolmasters had been trained at that training school and it was arranged that they should instruct the other schoolmasters during the month of September 1892, two of them teaching at Nicosia, one at Larnaca, one at Limassol, and one at Papho.

This arrangement was satisfactorily carried out, with great benefit to the masters generally, but the results of that instruction belong properly to the school year 1892-93, which will be dealt with in my next annual report.

B.—MOSLEM SCHOOLS.

In the case of the Moslem schools the statistical returns are for the year 1st January to 31st December 1892.

During that year eight new schools were established, and three which had been previously closed were re-opened, while six of the schools which were previously in operation were closed in 1892. So that the number shown in these returns as in operation is 108, against 103 in the previous year. The total number of Moslem schools now registered is 129, of which 21 were closed throughout the year 1892; four of those in operation were girls' schools.

The 108 schools are divided in the returns into four classes:—

- I.—1 Rushdie, or High School.
- II.—13 Schools maintained by funds from Constantinople.
- III.—80 Aided Schools.
- IV.—14 Unaided Schools.

I.—*Rushdie School.*

The Rushdie school is maintained by Government, but there were also in the past year some voluntary contributions to provide during part of the year for a teacher of French, and for a door-keeper.

The total cost of this school for the year was 200*l.*, 184*l.* 10*s.* from Government and 15*l.* 10*s.* from voluntary contributions.

The number of boys attending the school was 121. It is the only Moslem school which can be called a high or grammar school in the Island, and the certificate which is given to a youth

who has passed the examination is regarded as a qualification for service or otherwise.

The Moslem school at Nicosia, English and French, was made at the expense of voluntary contributions from the Government, and is paid by the Government. The school, which was

II.—*Schools.*

The money which is sufficient to maintain the school of 16*l.* 4*s.* 0*c.p.*

The number of schools is because the grant transferred about 100*l.* to the town of Larnaca.

The actual cost of the schools (including of them) is not inefficient, the cost is less than the Koran.

The number of schools is 138 girls).

In addition to the schools were aid amounting altogether given in aid of 15*l.* towards the 5*l.* towards the cost of the District).

To meet these voluntary contributions Evkaf grants, local 385*l.* 16*s.* 6*c.p.* average cost of the figures given above.

The number of schools (86 masters, and 100 pupils).

The salaries agreed upon which gives an average of the same reason, that in many cases be expected that the only portion upon is the grant.

who has passed through the course of instruction at this school is regarded as a qualification for employment in the Government service or otherwise.

The Moslem inhabitants of Nicosia are very anxious that English and French should be taught in this school, and an effort was made at the beginning of the year to provide such teaching by voluntary contributions. This was afterwards undertaken by the Government, and the cost of it, 27*l.* 10*s.*, is shown in the returns as paid by the Government, in addition to the ordinary cost of the school, which was 157*l.*

II.—*Schools maintained by Funds from Constantinople.*

The money which is sent from Constantinople for this purpose is sufficient to maintain 12 schools, giving to each master a salary of 16*l.* 4*s.* 0*c.p.*

The number of these schools appears in the returns as 13, because the grant to Tochui school, in the Larnaca District was transferred about the middle of the year to a new school in the town of Larnaca, so that both names are included.

The actual cost of these 13 schools was 192*l.* 7*s.* 1*c.p.* Seven of them (including one girls' school), are in the town of Nicosia. They are not under any proper inspection, and are very inefficient, the children being taught, in most cases, little more than the Koran.

The number of children attending them was 520 (382 boys and 138 girls).

III.—*Aided Schools.*

In addition to the Rushdie school spoken of above, 80 elementary schools were aided by the Government, the grants to them amounting altogether to 615*l.* 10*s.* Of this sum 595*l.* 10*s.* was given in aid of masters' salaries and 20*l.* in aid of school building 15*l.* towards the new schoolroom in the Town of Limassol, and 5*l.* towards the cost of the school room at Mallia in the Limassol District).

To meet these grants the sum of 461*l.* 18*s.* 2*c.p.* was raised by voluntary contributions, and the endowments which include Evkaf grants, local Vakoufs, and municipal grants, amounted to 385*l.* 16*s.* 6*c.p.* The total was 1,463*l.* 4*s.* 8*c.p.*, which makes the average cost of the 80 elementary aided schools 18*l.* 5*s.* 7*c.p.* The figures given above make the average grant 7*l.* 8*s.* 8*c.p.*

The number of teachers employed in these 80 schools was 90. (86 masters, and four mistresses).

The salaries agreed upon for the year amounted to 1,316*l.* 5*s.* 5*c.p.*, which gives an average salary of 14*l.* 12*s.* 5*c.p.* There is, however, the same reason, as in the case of the Christian masters, to suppose that in many cases these salaries were not paid in full. It cannot be expected that the masters will become more efficient so long as the only portion of their salary which they can really depend upon is the grant which is given by the Government.

The number of children attending the aided schools was 2,888 (2,128 boys and 760 girls), and the average attendance was th.

IV.—Unaided Schools.

Fourteen schools are shown in the returns which received no aid from the Government.

Most of these were open for only a portion of the year, and for that reason were unaided, but some of them were refused aid because of their inefficiency.

Grants are never given to schools in which no attempt is made to teach Turkish reading and writing, and at least the four elementary rules of arithmetic. The salaries agreed upon for these 14 masters amount to 120*l.* 14*s.* 8*c.p.* But the actual cost of the schools for the time they were open was only 46*l.* 8*s.* 0*c.p.* (15*l.* from endowments and 31*l.* 8*s.* from voluntary contributions).

The number of children attending these schools was 242 (175 boys and 67 girls).

Taking all the four classes of schools together, the number in operation during the year was (as stated above) 108.

The number of teachers, 121 (five being mistresses), and the total enrolment, 3,771 (2,806 boys and 965 girls).

The amount of Government grants, 800*l.*

The endowments (including under this head Constantinople grants), 593*l.* 3*s.* 7*c.p.*

The voluntary contributions, 508*l.* 16*s.* 2*c.p.*

The total cost for all the schools was 1,902*l.*

J. SPENCER,
Inspector of Schools.

REPORT ON CRIME.

Supreme Court,

YOUR EXCELLENCY, June 22, 1893.

I HAVE the honour to forward the enclosed return containing the criminal statistics for the 12 months ending the 31st March last.

The return shows that the number of charges of offences brought to the notice of the courts during the period above mentioned was 6,617, a substantial increase over the figures of the preceding 12 months. In the year ending the 31st March 1892 the total number of such offences was 5,337, and it therefore appears that there has been an increase of about 24 per cent. in the number of offences reported to the courts. The return appears to be, and no doubt is, unsatisfactory, but I am glad to say that it is not so unsatisfactory as would appear to be the case at first sight, as I think that I shall be able to show, not only that there has been no increase of serious crimes, but a very substantial decrease.

* Not given.

The number of animals," and of amount to 2,98 the year 1891- under the head 1891-92 to 3, the number of therefore occur together offence known as the of municipal or offences entered safely set down

My attention courts to the v the courts und 1891." Under turing of anim permission is two shillings for man to an insp 13 makes it ther any person wh prosecution on a matter of cours

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The figures i charges, 8,543 number 2,299, o non-appearance shows some imp Bovill pointed o so discharged is

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The number of "offences against the person," of "thefts of animals," and of "other offences against property," shown in Table I amount to 2,983, as compared with 2,749 shown in the return for the year 1891-92, an increase for this year of 234. The figures under the heading "other offences" have risen from 2,588 in 1891-92 to 3,634 during 1892-93. The substantial increase in the number of offences reported to the courts during this year has therefore occurred in "other offences," under which are grouped together offences against the Revenue laws, Forest laws, the laws known as the Field Watchmen laws, the Quarantine laws, breaches of municipal ordinances, &c. The great bulk, at all events, of the offences entered under the heading of "other offences" may be safely set down as contraventions of the laws I have just enumerated.

My attention is called by two of the Presidents of the district courts to the very large increase of criminal charges brought before the courts under the provisions of "The Field Watchmen Law, 1891." Under the provisions of clause 12 of this law, the pasturing of animals by a person upon the land of another without permission is an offence punishable by fine from two piastres to two shillings for each animal, and when reported by a field watchman to an inspector "shall be" prosecuted by the latter. Clause 13 makes it the duty of the field watchman to report to the police any person whom he finds damaging a tree or trees, and a prosecution on the part of the police would, I presume, follow as a matter of course.

To show to what an extent the provisions of this law have operated to swell the return of the number of offences brought before the courts, I will take the case of one district, Larnaka. In the year 1891-92 there were 686 offences brought to the notice of the magisterial court of Larnaka, and in the year 1892-93 this number had risen to 1,075, being an increase of 389. Of these 1,075 offences, no less than 372 were offences against the Field Watchmen Law. Thus, the apparently marked increase in the number of offences in the district of Larnaka is almost entirely accounted for by the operation of this one law.

I have but little doubt, too, though I have no statistics to guide me, that as the area of the delimited forest is extended from year to year the number of offences against the provisions of the Forest laws increases. I think, therefore, that it might be safely assumed that the increased number of offences shown in the return is not due to any increase of crime in the ordinary acceptation of the word.

The figures in Table II. show that, in connection with the 6,617 charges, 8,543 persons were brought before the courts. Of this number 2,299, or about 24 per cent., were discharged owing to the non-appearance of the complainant. This percentage, though it shows some improvement on last year's figures, when, as Sir Elliot Bovill pointed out, about 30 per cent. of the persons charged were so discharged is still unduly high.

The President of the District Court of Paphos states that cases commonly occur where persons are falsely charged, either

maliciously or on mere suspicion, and, if this be so, it is worth while considering what, if any, measures can be taken to check it. It may be assumed, I think, that in the whole, or the great majority of cases, in which accused persons are discharged through the default of the appearance of the complainant, private individuals are the prosecutors and that the prosecution has not been taken up by the police or any other Government department. A few years ago an attempt was made to check the number of frivolous and malicious charges instituted by imposing a fee of 2s. on the issue of summonses not applied for by the police or other Government department, but, having regard to the large number of persons who continue to be charged with offences which the complainants, for some reason or another, afterwards consider not to be worth while prosecuting, I think the amount of the fee at present charged might with advantage be increased.

Another unsatisfactory feature in this table of the return is the large number of persons against whom the charges were dismissed on the merits, viz., 2,301, or about 27 per cent. of the total number of persons charged. Taking the number of persons against whom charges were dismissed through default of appearance of the complainant, and the number against whom the charges were dismissed on the merits, the charges were dismissed in the case about 51 per cent. of the total number of offences charged. This is a much higher percentage than it should be.

The President of the District Court of Nicosia calls my attention to the fact that in the cases of 454 persons, out of a total of 625 against whom the charges were dismissed after hearing, the charges were preferred either by the police or some Government department, and he argues that either the charges should not have been instituted or that more care should be taken to procure evidence against the accused. It is difficult to form any definite opinion on this matter. There must of course be a fair percentage of cases in which the evidence is sufficient to justify an arrest or the institution of proceedings, but in which on investigation there is not sufficient evidence to warrant a conviction or a committal, or trial; but making allowance for this, the number of persons against whom charges have been made and dismissed on investigation by the magistrates appears to me to be unduly large.

The most satisfactory feature about the figures in Table II. is the decline in the number of persons committed for trial before the Superior Courts, and the fact that the decline appears to be steady and continuous. In 1890-91 the number committed for trial was 743, in 1891-92 629, and the number this year has fallen to 519. As it is only the more serious offences that are committed for trial these figures are satisfactory as showing that the number of such offences is steadily declining.

It happens through pure coincidence that the number of persons tried on information during the year is also 519, as compared with 648 last year. Twenty persons were charged with murder and of this number three only were convicted. It is very much to be

regretted that of so many who inhabit the courts to take them to sleep on the floors, the opposition and the difficulty. There is unfortunately the authorities serious crime vengeance of

A satisfactory whom informant " theft of animals compared with under the law cases of animals though no actual number of robberies in the number from 118 to 500 doubt about it. One other that is the very malicious injury operation of law came into following figures

In 1887-8 1888-89, 20, in which the only attribute which the law ward to give being levied too indifferent is also worthy were filed for law has had statistics before to have rendered

Whilst the otherwise the number of serious many persons years, to be in the return anything like all, in the 18 murder were less than 16

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regretted that out of the large number of murders the perpetrators of so many should succeed in escaping detection. In a sparsely inhabited country, where the avocations of the peasants are such as to take them constantly into lonely situations and their habits lead them to sleep out in the open air at their sheepfolds and threshing floors, the opportunities for the commission of murder are many and the difficulties of procuring evidence correspondingly great. There is unfortunately but little inclination manifested to give the authorities any assistance in discovering the perpetrators of serious crimes, due in many cases, I believe, to a fear of the vengeance of the accused person or his friends.

A satisfactory decrease is shown in the number of persons against whom informations were filed for "robbery with violence" and "theft of animals," the numbers being 42 and 58 respectively, as compared with 58 and 118 in last year's return. I may observe that under the heading "robbery with violence" are entered many cases of animal stealing accompanied with threats to use firearms, though no actual violence has been resorted to. By far the larger number of robberies with violence are of this nature. The decrease in the number of persons informed against for animal stealing, viz., from 118 to 58, has rather surprised me, but there appears to be no doubt about the figures.

One other feature in the return I desire to call attention to, and that is the very marked increase in the number of convictions for malicious injuries to property, a result I can only attribute to the operation of the Malicious Injury to Property Law, 1891. The law came into force, I believe, in September of that year, and the following figures are somewhat instructive.

In 1887-88 the number of summary convictions was 15, in 1888-89, 20, in 1889-90, 15, in 1890-91, 17, in 1891-92 (the year in which the law came into force) 29, and in 1892-3, 63. I can only attribute the increase for last year, the first entire year during which the law was in operation, to the fact that persons came forward to give evidence to prevent the amount of compensation being levied on the inhabitants of a village, who would have been too indifferent to do so, if the law had not been in operation. It is also worthy of note that of 13 persons against whom informations were filed for this offence only 2 were acquitted. Whether the law has had the effect of checking the number of such offences the statistics before me do not enable me to say, but it certainly appears to have rendered the detection of offenders more certain.

Whilst the figures contained in the enclosed return are not otherwise than satisfactory, so far as they show a decline in the number of serious offences reported to the courts, the fact that so many persons were charged with murder still continues, as in past years, to be a very unsatisfactory feature; unhappily the figures in the return, bad as they are in this respect, do not represent anything like the real prevalence of this crime, the most serious of all, in the Island. I am informed that no less than 35 cases of murder were reported to the police during the year, and that in no less than 16 cases no clue was obtained to the perpetrators. If

these figures be correct, the numbers of this crime have risen to a point never before attained, and I am at a loss to suggest either a cause or a remedy for it. Some of these cases would, I believe, on investigation turn out to be homicides committed in defence of property, and some probably represent the summary execution of bad characters. In a considerable number of cases I am informed that the persons whose lives have been taken are notoriously bad character. In very few cases does the object of a murder appear to be gain. As I have already pointed out the opportunities afforded for the commission of this offence, by the nature of the country and the habits of life of the peasants, are very great, and the risk of detection correspondingly less. In almost all the cases of murder and attempted murder tried by the assize courts during the past year the offences were committed either in, or in the immediate vicinity of, a village, and, though I have no knowledge on the subject, I suspect that the majority of those offences to the perpetrators of which no clue was obtained, will be found to have been committed away from villages and in situations where they may have been perpetrated without eye-witnesses.

The President of the District Court of Paphos calls my attention to the fact that in cases not within the summary jurisdiction of a magisterial court in which the charge is dismissed no provision exists for the payment of costs of witnesses for the prosecution, and that sometimes in cases within the summary jurisdiction of a magisterial court, where the charge has been instituted by the police and no conviction is obtained, the witnesses for the prosecution complain that they are unable to get their costs. Persons such as Mukhtars and the members of village commissions, who from their position are frequently summoned as witnesses, thus undergo considerable hardship. No provision exists in the Order in Council for enabling the Magistrate to order the payment of these costs, and this is a defect which I think should be supplied.

Only five appeals from the decisions of District Courts in criminal cases were made to the Supreme Court during the year, and in one of these only was the decision appealed against reversed.

On the civil work of the courts I have no remarks to make; I have no statistics from all the courts to guide me, but I think the number of civil actions shows a tendency to decrease.

Ninety-four appeals from the judgments of the district courts were entered in the Supreme Court during the year, and 82 appeals were heard and disposed of.

I have, &c.

(Signed) W. J. SMITH,

His Excellency Sir W. J. Sendall, K.C.M.G., Chief Justice.

High Commissioner,

&c. &c. &c.

Table showing

District.	
Nicosia	-
Larnaca	-
Limassol	-
Famagusta	-
Paphos	-
Kyrenia	-
Total	-

Table showing
Courts
how they

Offences against person	-
Theft of animals	-
Offences against property other than of animals	-
Other offences	-

Total number of persons summoned and apprehended

Note.—Persons included in this table

* Include both property.

**CRIMINAL STATISTICS FOR THE YEAR ENDING THE
31ST MARCH 1893.**

I.—OFFENCES.

*Table showing the Number of Offences reported to the Magistrates
during 1892-93.*

District.	Total Number of Offences reported.	Offences against the Person.	Theft of Animals.	Offences* against Property (other than theft of Animals.)	Other Offences.
Nicosia - -	1,956	828	58	248	822
Larnaca - -	1,075	166	14	67	828
Limassol - -	1,178	481	25	71	601
Famagusta - -	662	278	9	183	192
Papho - -	868	210	55	90	513
Kyrenia - -	878	116	12	72	678
Total - -	6,617	2,079	173	731	3,634

II.—APPREHENSIONS AND SUMMONSES.

*Table showing the Number of Persons brought before the Magistrates'
Courts by Arrest, Warrant, or Summons for Offences, and
how their Cases were disposed of in the Magistrates' Courts.*

	Number of Persons dis- charged through Default of Appearance of Complainant.	Number of Persons discharged otherwise than through Default of Appearance of Complainant.	Number of Persons summarily Con- victed.*	Number of Persons Committed for Trial in the Superior Courts.	Total.
Offences against the person - -	1,337	517	482	221	2,557
Theft of animals - -	61	154	4	106	325
Offences against prop- erty other than theft of animals - -	228	321	251	121	921
Other offences - -	473	1,309	2,887	71	4,740
Total number of per- sons summoned or apprehended - -	2,099	2,301	3,624	519	8,543

NOTE.—Purely civil cases in which magistrates exercise jurisdiction are not to be included in this or the following table.

* Include both offences against rights of property and injuries to the subjects of property.

III.—SUMMARY CONVICTIONS.

Table showing the Number of Persons Summarily Convicted for various Classes of Offences, and the kind of Punishments Inflicted.

Punishments.	Total Number of Persons Convicted.	For Assaults and other Offences against the Person.	For Malicious Injuries to Property.	For Theft of Animals.	For Offences against Property other than Malicious Injuries to Property or Theft of Animals.	For Offences against Revenue Acts, and other Acts relating to the Social Economy of the Island.	For Other Offences.
Fine -	2,022	135	52	--	90	674	1,071
Imprisonment, in lieu of fine or surety -	534	60	3	--	20	139	312
Peremptory imprisonment -	821	288	8	4	80	24	417
Bound over with or without sureties or other trivial punishment -	296	21	--	--	6	32	237
Total	3,673*	504	63	4	196	869	2,087

NOTE.—Where there has been an appeal from the magistrate's decision, the case is entered as finally decided, and not necessarily according to the magistrate's original decision.

* The difference between this and the total of persons summarily convicted in Table II., is accounted for by the fact that in cases where both fine and imprisonment are imposed on the same person, such person contributes only one of the numbers shown in Table II., while he may be shown under two heads in Table III.

IV.—INDICTMENTS AND INFORMATIONS IN THE SUPERIOR COURTS.

Including Courts analogous to the Courts of Quarter Sessions in England, i.e., District Courts, &c.

State how the Cases tried in the Superior Courts ended.	Murder.	Include in the Returns below the Indictments for Attempts and Conspiracies to Commit the several Offences.
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NOTE.—Where there has been an appeal from the magistrate's decision, the case is entered as finally decided, and not necessarily according to the magistrate's original decision.
 * The difference between this and the total of persons summarily convicted in Table II., is accounted for by the fact that in cases where both fine and imprisonment are imposed on the same person, such person contributes only one of the numbers shown in Table II., while he may be shown under two heads in Table III.

IV.—INDICTMENTS AND INFORMATIONS IN THE SUPERIOR COURTS.
Including Courts analogous to the Courts of Quarter Sessions in England, i.e., District Courts, &c.

State how the Cases tried in the Superior Courts ended.	Total.	Murder, other than Wife and Child Murder.	Man-slaughter.	Attempt at Murder.	Murder of Wife, Reputed Wife, or Concubine.	Rape.	Un-natural crimes.	Other Offences against the Person.	Malicious Injuries to Property.	Robbery with Violence.	Theft of Animals.	Other Offences against Property.	Miscellaneous Offences.
Judgment for the Crown -	324	3	6	3	—	5	9	99	11	26	34	83	45
Judgment for the prisoner -	176	16	1	3	1	9	7	39	2	14	23	44	17
Prisoner found insane -	2	—	—	—	—	—	—	—	1	—	—	1	—
Case fell through for want of prosecution, including cases where the Queen's Advocate entered a <i>nolle prosequi</i> -	17	—	—	—	—	—	—	4	—	2	1	3	7
Total -	519	19	7	6	1	14	16	142	14	42	58	131	69

V.—COMPARATIVE TABLE.

Comparative Table showing the Number of Offences, Apprehensions, Convictions, and Acquittals for the last Four Years.

	1889-90.	1890-91.	1891-92.	1892-93.
The number of offences reported to the police or to the magistrates - - - -	5,080	5,849	6,324	7,717
The number of persons apprehended by the police or summoned before the magistrates - - - -	5,724	6,790	6,847	8,543
The number of summary convictions:—				
1. For offences against the person - - - -	403	449	478	504
2. For theft of animals - - -	6	2	3	4
3. For offences against property other than theft of animals -	109	132	151	259
4. For other offences - - - -	1,573	2,169	1,983	2,906
	2,091	2,752	2,615	3,673
The number of convictions in the Superior Courts:—				
1. For offences against the person - - - -	131	134	129	125
2. For theft of animals - - -	109	127	66	34
3. For offences against property other than theft of animals -	93	158	129	120
4. For other offences - - - -	53	46	54	45
	386	465	378	324
The number of persons acquitted*:—				
1. In the Inferior Courts - -	1,378	1,740	1,671	2,301
2. In the Superior Courts - -	303	241	260	176
	1,681	1,981	1,931	2,477

REPORT ON CYPRUS PRISONS for the Year 1892-93.

Although the committals to prison during 1892-93 show a small increase of 16 over the returns for 1891-92 there was a satisfactory decrease of 91 in the prison population, the total figures on the 31st March 1893 standing at 696, against 787 on the same date in 1892.

Accommodation.

During the year the accommodation at the Central Prison was increased by turning a room formerly used as a store into a

* Does not include discharges by default of appearance of complainant or cases where the Queen's Advocate entered a *nolle prosequi*.

ward. A large and completed enlarged. Up and 20 conv accommodation discipline as enforced; progress will have seen hoped that on occupation in over-crowding

Three prison walls, third, owing to the escape and re-arrest.

A very many the general cost been only 1,000

As the Chief of the prisoners under this head

The dietary in August 1893

Industrial works where the cloth Corps, and prisoners employed in the prison, road making for the Forest

The amount works, valuing to 2,603/15s against a total

The value of During the prisoners unemployed hoped that on convicts will be

23rd June 1893

*Arrests, Apprehensions,
Four Years.*

1891-92.	1892-93.
6,324	7,717
6,847	8,543
478 3	504 4
151 1,983	259 2,906
2,615	3,673
129 66	125 34
129 54	120 45
378	324
1,671 260	2,301 176
1,931	2,477

1892-93.
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ward. A large cell and hospital ward, built of stone, was erected and completed at Papho, and the exercise yard at Kyrenia was enlarged. Until, however, the indiscriminate crowding of 15 and 20 convicts in one cell is done away with, the prison accommodation cannot be considered satisfactory, and such a discipline as we may look to as deterrent of crime cannot be enforced; progress having been made with the new prison (which will have separate cell accommodation for 300 prisoners) it is hoped that one block, consisting of 100 cells, will be available for occupation in the course of a few months, when the present over-crowding will partially be relieved.

Escapes.

Three prisoners escaped from custody whilst at work outside the prison walls, two of whom were recaptured the same day, the third, owing to the passive attitude of those civilians who observed the escape and refused to give assistance, managed to evade re-arrest.

Conduct.

A very marked and satisfactory improvement is observable in the general conduct of the convicts during the year, there having been only 1,033 punishments as against 1,766 in 1891-92.

Health.

As the Chief Medical Officer has fully reported on the health of the prisoners it is unnecessary for me to make any remarks under this head.

Dietary.

The dietary was in accordance with the revised scale laid down in August 1891.

Industrial Work.

Industrial work was carried out as usual at the Central Prison, where the clothing and boots for the police force, Army Transport Corps, and prisoners were made up. Gangs of convicts were also employed in quarrying stone, salt collecting, and building the new prison, road making, stone breaking, wheat cleaning, and working for the Forest Department, &c.

The amount earned by the prisoners employed on public works, valuing their labour at 4½*c.p.* per man per day, amounted to 2,603*l.* 15*s.*, or 465*l.* 15*s.* 5*c.p.* over that earned in 1891-92, against a total prison expenditure of 5,154*l.* 6*s.*

The value of the industrial work is shown in the return.

During the year the daily average number of long-sentence prisoners unemployed was 123, and of short sentence 34, but it is hoped that on the completion of the new prison the whole of the convicts will be kept fully employed.

A. E. KERSHAW,
Inspector of Prisons.

23rd June 1893.

EXTRACTS from a REPORT by the DISTRICT COMMISSIONER,
Famagusta.

CHIEF SECRETARY, Famagusta, May 1, 1893.

I HAVE the honour to report briefly on the affairs of this district during the year ending the 31st March, so far as lies in my power to do so after an experience of six months on the Island.

Cereals.

Famagusta is essentially a grain-producing district, and the following table will testify to the importance of the industry and how the failure or success of a harvest bears upon the revenue.

1891-92.

	Wheat.	Barley.	Oats.	Vetches.
	Kilos.	Kilos.	Kilos.	Kilos.
Total cereal produce of the Island - -	2,143,689	2,472,360	128,635	442,595
Famagusta District -	846,473	891,712	12,227	238,787

1892-93.

	Wheat.	Barley.	Oats.	Vetches.
	Kilos.	Kilos.	Kilos.	Kilos.
Total cereal produce of the Island - -	2,070,855	1,963,130	187,170	234,605
Famagusta District -	780,580	649,640	13,990	70,980

1892 may be considered a fair average year on the whole, but I am happy to say the prospects of the current season bid fair to outstrip any previous year.

Silk.

As regards the silk industry, there is but little doing at present. Formerly many spots in the district were the seats of silk manufacture, and its revival in the villages of Kaloussa, Vasili, and Ayios, Andronikos, engenders the belief that silk making may again become an important feature. There is no doubt that the Cypriots, as yet, have their "eggs in one basket" and it will be a matter for congratulation when their resources of income are diversified and extended.

Fruit.

With respect to fruit culture, in spite of a disease which first appeared amongst the orange trees in 1888, the past fruit season

has been fairly down all their living. An in Kew Bulletin my predecessors were recommended individual export nothing can be hand.

The special granates, were

The export to be local, the coasts of Asia passenger traffic actual foreign harbour of Fam

1890-91.

Ships.	Tons.
446	19,3

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has been fairly good ; on the other hand, some gardeners have cut down all their trees and must have recourse to other means of living. An interesting report on this disease was printed in the Kew Bulletin of September 1891, from information gathered by my predecessor, Captain Young, and several methods of treatment were recommended. The methods are, I fear, too elaborate for individual experiment among poor and ignorant people, and nothing can be done unless the Government takes the matter in hand.

The special fruit for which this district is famed, *i.e.*, Pomegranates, were up to the average.

Export Trade.

The export trade of Famagusta is considerable and may be said to be local, the bulk of it being carried on with the neighbouring coasts of Asia Minor and Syria. There is no steam, mail, or passenger traffic here, therefore the following table represents actual foreign trade, for which the excellent, natural, and safe harbour of Famagusta is at present utilised.

1890-91.		1891-92.		1892-93.	
Ships.	Tons.	Ships.	Tons.	Ships.	Tons.
446	19,582	389	10,223	254	7,475

Lights.

Beyond the two good lights of which we boast, at Cape Greco and Famagusta Harbour, one is sorely needed at Cape Andrea, the northernmost point in the Island ; and I hope, before long, ships will be provided with this means of protection from this exposed and dangerous spot.

Local Trade.

There is no doubt that a good deal of the Karpas trade ignores Famagusta and is carried on chiefly with Nicosia. Apart from the attraction to this centre of trade and population retail dealers in the Karpas are supported by the Nicosia merchants, and this, with the facilities for transport between Nicosia and Larnaka, enabling the merchants of Nicosia to trade at less cost, must account for the loss that Famagusta undoubtedly suffers thereby.

Education.

One wholesome feature in the district is the number of schools and the general desire on the part of parents to have their children

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educated. The children are bright and intelligent and the masters a zealous body of men.

Population.

I have no doubt, from many signs of progress, that the population is rapidly increasing; and the large extent of cultivated land precludes the idea that the villagers are otherwise than industrious and hard working.

Roads and Bridges.

The subject of roads and bridges is always a troublesome one, it being well-nigh impossible to give general satisfaction respecting them. I can only say that after my experience elsewhere, I consider it a great boon to be able to ride 30 miles a day comfortably in any part of this district, as I frequently do. Requisite repairs and improvements I have reported upon, and trust that it will be in the power of the Government to sanction them.

Irrigation.

Next to tax-collecting, irrigation is the most important matter with which I have to deal. Thanks to plentiful winter rains, general contentment now prevails; but in the event of a dry season, jealousies and heart-burnings arise from deliberate attempts on the part of some people to take more than their share of water. Even in this present season of plenty wilful damage has been done to massive stone-work to cause the escape of water, in consequence of which low-lying lands have been flooded and then unlucky owners have suffered. The Public Works Department is to be congratulated on the results it has accomplished on the Idalia Canal and Pedias River; and with regard to the heavy expenditure entailed, it is satisfactory to note the comparative readiness with which the people acquiesce in the indispensable extra taxation for the construction and up-keep of all the irrigation works. With reference to the value attached to local water-supply, I may mention that the villagers of Marabhovouno, with the assistance of a loan from Government are bringing water from a distance of 2½ miles by means of pipes, so as to ensure an adequate drinking supply for man and beast.

Forests.

The delimitation of forests was an excellent measure, but, so far as this district is concerned, enough has been done in that respect, as I have pointed out in a report on the subject.

B. TRAVERS,
Commissioner.

REPORT

CHIEF SECRETARY

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REPORT OF THE DISTRICT COMMISSIONER, LIMASSOL.

CHIEF SECRETARY,

Lima-sol, May 5, 1893.

On the occasion of forwarding statistical returns for the year which ended March 31, 1893, I have the honour to submit, as requested, a few remarks regarding this district. They are necessarily very limited, since all Heads of Departments report separately to Government annually.

I was absent, I should add, for six months (May to November) on leave, Major Hon. E. J. Chetwynd having kindly consented to act for me, the Government approving.

I will refer briefly to those subjects which appear to deserve comment and to have claimed attention during the year.

As regards administration I would observe that the abolition of the post of Mudir is, in my opinion, much to be regretted. An official performing the duties of a Mudir in each Nahieh, or Sub-District (here he should be a man of education if possible, who has served in the police) would render great service to the Government, and I frequently feel the need of such assistance, having, as I have, 112 villages to communicate with (or 92 not including the division of the Mudir of Evdheinou). As it is, a large amount of work, which ought to be carried out by Mudirs, is now, with considerable difficulty, assigned to other officials, including the police. The result of many late laws has been to throw much additional work on the Government offices in Limassol, while the tendency has been to reduce the staff. It is not for me to ask why in some districts Mudirs have been retained, while in this district, where they are greatly needed, the post has been, except in one case, suppressed. I can only regret the fact. Officials of this class should, I consider, be resident in the two Sub-Districts of Limassol and Kilani, and postal communication established with their places of residence.

I next pass to the *Mukhtars*, whose position and duties have been greatly affected by "The Mukhtars Law, 1891." It must be hoped that much good will, as I believe it will, be effected by the gradual operation of this law. For the present, I find great objections on the part of villagers to serve as Mukhtar. Every conceivable excuse is urged. Then the Mukhtars, when appointed, complain on all sides. Their fees are insufficient. In many cases they get no remuneration for their labours at all. They even have to pay (when illiterate, as they often are) for clerical work being done for them. They meet with open and concealed obstruction if they try to carry out their duties honestly. They cannot understand many of their duties, and fear their new responsibilities. Perhaps all this ought to be expected, and many of the complaints are perfectly reasonable. No doubt they are insufficiently remunerated. I have reported on this subject, and I hope that something may soon be done to satisfy their natural discontent. I cannot, for several reasons, entrust to these headmen the execution

of writs of execution, or the conduct of sales of immovable properties. Various amendments will, I think, be required in connection with the Mukhtars Law, which does not, I may add, provide, as I think it ought to do, for the appointment of Village Commissions, or Councils of Elders.

"The Malicious Injury to Properties Law, 1891."

This is a law of great importance in this district, the evils which it was designed to counteract having been the subject of constant complaints and conversations whenever I have been among the villagers. I am glad to report that, to the best of my belief, it has been working satisfactorily. Sixty petitions have been, I understand, filed in the Court up to the 31st of March. Of these, 32 petitions were allowed, 19 were dismissed, and 8 are still pending.

There can be no doubt that there has been a very considerable decrease in the number of malicious injuries to vines, caroub and fruit trees, and also of those cases of vindictive and brutal maiming and killing of animals which have been so deplorably common. In several villages where these offences were most frequent before the law was put into force there has been a marked improvement.

"The Field Watchman Law, 1891."

This law, as incorporated with the previous law of 1885, is also one of great importance in this district, and it is one that has been the subject of more comment, and probably of more village excitement, than any other. We have 112 villages (not including the groups of houses which are inhabited for portions of the year), and under the new law 112 field-watchmen were appointed for villages, and groups of villages; while 11 more were taken on for portions of the year—for watching caroub trees, &c.

On the whole, I think the law has worked as beneficially as could have been expected at the outset, and the villagers appear to be well pleased with it. The post of field-watchman might well be considered an unenviable one in Cyprus; and I anticipated far more difficulty in the selection of suitable men than I have experienced. I hear, it is true, numerous complaints against the watchmen, but inquiry generally reveals two facts. In the first place one party in the village (a village being almost invariably divided into parties) considers the watchman to be a most competent and impartial guardian of properties, while loud complaints of various kinds emanate from the opposing faction, so that all village cliques can rarely be satisfied. In the second place the field-watchman shows, as a rule, that he has quite as good, or better, reason to complain sharply of the village Commission, which fails to support him in his attempts to carry out the law firmly and fairly, and is, in its turn, accused of ignorance of the law and prejudice. The truth is, in the matter of this and other recent laws which have invested villagers with new duties and powers,

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that the general standard must be considerably raised, by education and other influences, before they can be systematically and intelligently carried out. I conclude, however, from all I have seen and heard, that this law is working with a very fair amount of success. The number of field-watchmen will be increased during the present year.

Rural Police Stations.

Much good was anticipated from the establishment of these stations in 13 centres, especially in the wilder and westerly portions of the district which have, in company with parts of the Papho District, acquired, with too much reason, a character of lawlessness. I think they are to a great extent answering their purpose. The Government is well aware of the steps to be taken to render them more and more successful for the preservation of order and stamping out of crime. In proportion to the application of that knowledge, it is reasonable to predict that serious crime will diminish. The villagers are exceedingly glad that these police stations have been created, and have expressed their satisfaction throughout the district.

The number of gun licences issued during the year was, 671. There has been a gradual increase year by year; but the number issued last year was so large that it suggested inquiry into the reasons. These appear to be, firstly, the creation of rural police stations. Villagers carrying guns without licences cannot escape detection near these stations so easily as they used to do. Secondly, field-watchmen and inspectors of field-watchmen, who are all strictly directed to report offenders, have to be reckoned with. Thirdly, in some parts villagers carried arms more frequently in consequence of the escape of a convict in the Papho District who is considered dangerous and who is still at large.

Forests

Seeing how small is our local staff, it may be said that the forests have been well looked after. Fifteen years of steady endeavour to protect the forests have already effected much; and those who have resided any length of time here, and can compare the present with the past, are able now to observe, in many directions, a very marked difference. When circumstances permit, the number of our mounted guards should, I think, be increased. Passing from our "forests" in the hills to the less healthy plains, I venture to put forward a claim for consideration. I should be exceedingly glad if his Excellency could decide that the time has now come when a small sum may be devoted to the formation of a few plantations in this district. I would propose that a plantation of *Pinus Pinea* should be formed near the salt lake, with a view principally to the sanitary benefits which would be derived from it for the town of Limassol and for the villages nearest to the

large salt lagoon and marshes (*vide* Report of Mons. P. G. Madon on "The Replanting of the Island of Cyprus," 1881, pp. 11 and 15). I believe that no outlay of this nature has been sanctioned, or asked for, in this district since the British occupation, and I trust that this request will not be found unreasonable. A good deal of malarial fever can be traced to this salt lake and its large fringes of annually decaying vegetation, and it can hardly be doubted that the sanitation of the neighbourhood would be greatly improved should his Excellency think proper to accede to this request. The creation of such plantations (broad belts of the pine referred to) would be a step for which future generations would have good cause to be thankful.

Vines: their Cultivation and Diseases.

The copies of the report of Mons. M. P. Mouillefert, which were sent to me, have been distributed amongst the principal vine growers, and in several places, especially in Kilani, attention is being paid to the important section on cultivation. Some leading villagers are putting into practice the treatment recommended in parts of their vineyards, with a view to testing the results.

Locusts.

Operations are being conducted again this year against this pest. I shall report fully on the result of the campaign, and need not here say more than this—that fortunately climatic conditions have been favourable to us, and unfavourable to the locust, since the hatching out (which began, as it did in the preceding year, at the end of February), and the Government having promptly provided all necessary material I think a very good account will be rendered of our local operations.

Financial.

I hope that means will be found for dealing more systematically than is now possible with the properties of deceased revenue debtors. Until this is done it is impossible that the books of arrears of taxes can be closed. The collectors of revenue cannot exact payment of property taxes from heirs (often very numerous) while the taxes remain in the names of the deceased defaulters. The law for the compulsory registration of titles by present owners cannot be carried out for want of clerks to do the work. The recovery of debts through the law courts, by the sale of immovable properties, takes much time, and is surrounded by difficulties. There is thus a block of work connected with the recovery of arrears standing in the names of deceased persons, and it all comes back to this, that nothing can be done until the obstacle I refer to is removed. And as time goes on matters are becoming worse, instead of better. The machinery with which we work for the recovery of taxes by sale of movable properties is also

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slow and unsatisfactory. The collection of arrears of military exemption tax (Bedel askerieh) is particularly difficult, and to a great extent impossible, under the ordinance I refer to.

Currency.

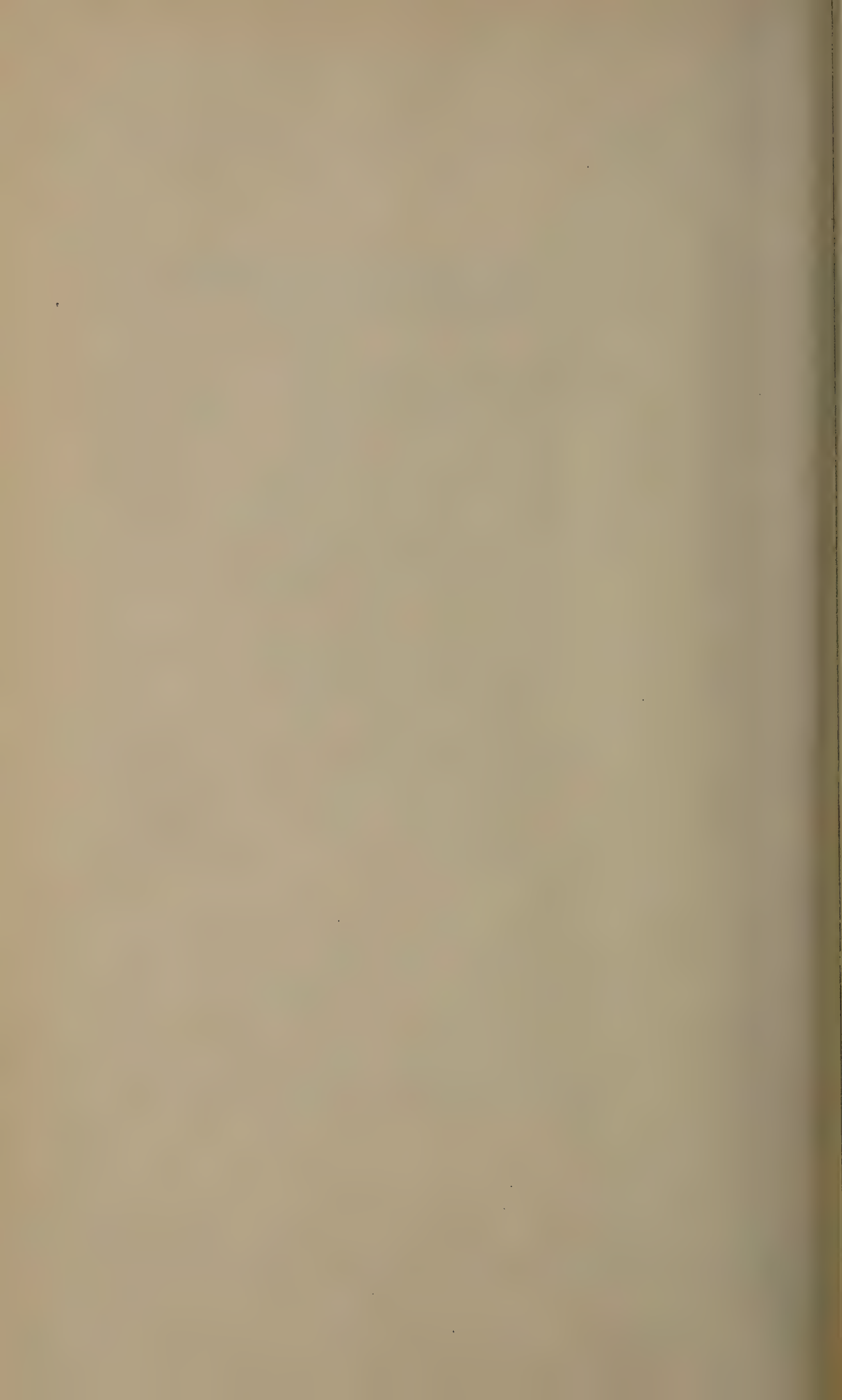
It is only natural that I should continue to receive complaints on this subject; great inconvenience is caused by the existence of two rates of currency and the disregard of the Queen's Proclamations on the subject. It gives rise to a great deal of unfair dealing, solely to the advantage of one class, that of petty merchants and traders in the town of Limassol. It may even be said that there are *three* currencies in one district of this sparsely populated Island; since in the west of the district some dealings take place in the Papho or "silver" currency, *i.e.*, that according to which the shilling is equal to 6 piastres, and the sovereign to 120 piastres. Throughout the district we have two rates, that recognised by the Government and the law courts, of 180 piastres to the sovereign, and the other the so-called "Metallique" rate of 132 to the sovereign. Then, arbitrary values are given to our bronze coins; while silver has at present a higher value than gold. It is a very unsatisfactory state of things, which exists, as I said, for the benefit of an insignificant, but obstinate clique of traders, to the disadvantage and, wherever the truth is known, to the dissatisfaction of the majority of the people.

The health of the district was good during the year.

In the town also the health was good, although the municipal water supply ran short in the summer. Great inconvenience was the result. The water of the wells is not of good quality. It is much to be regretted that another year should have passed without the carrying out of works for increasing the supply.

The municipality has greatly improved many of the streets.

ROLAND L. N. MICHELL,
Commissioner.



1814
Vol. LVII. / 4 5

DOMINICA.

R E P O R T

OF THE

ROYAL COMMISSION

(APPOINTED IN SEPTEMBER, 1893)

TO INQUIRE INTO

THE CONDITION AND AFFAIRS

OF THE

ISLAND OF DOMINICA

AND

CORRESPONDENCE RELATING THERETO.

Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.



LONDON:

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CONTENTS.

Serial No.	From or to whom.	Date.	Subject.	Page.
PART I.				
	Sir Robert Hamilton	1894. March 10	Report	vii
PART II.				
DESPATCHES RELATING THERETO.				
1	To Sir Robert Hamilton.	March 21	Conveys the thanks of Her Majesty's Government for his valuable report on the condition and affairs of Dominica and for having carried out the duties entrusted to him with such marked zeal and ability.	173
2	To Sir W. F. Haynes Smith.	March 21	Transmits copy of Sir Robert Hamilton's report on the condition and affairs of Dominica, and requests his observations thereon.	173
3	Sir W. F. Haynes Smith.	April 23 (Rec. May 17.)	General observations on the report	173
4	Ditto - -	May 12 (Rec. May 31.)	Observations on the working of the Confederation.	190
5	Ditto - -	May 28 (Rec. June 14.)	Observations on Taxation	195
6	Ditto - -	May 28 (Rec. June 14.)	Observations on Crown Lands and Surveys	199
7	To Sir W. F. Haynes Smith.	Aug. 31	Conveys observations on Sir Robert Hamilton's report on the condition and affairs of Dominica and the decision of Her Majesty's Government as to the future administration of the island.	201

DOMINICA.

COMMISSION passed under the ROYAL SIGN MANUAL and SIGNET, appointing Sir ROBERT GEORGE CROOKSHANK HAMILTON, K.C.B., to be HER MAJESTY'S COMMISSIONER to inquire into the AFFAIRS of the ISLAND of DOMINICA.

VICTORIA, R. I.

Victoria, by the Grace of God of the United Kingdom of Great Britain and Ireland, Queen, Defender of the Faith, Empress of India: To Our Trusty and Well-beloved Sir Robert George Crookshank Hamilton, Knight Commander of Our Most Honourable Order of the Bath, Greeting.

Whereas it is expedient that diligent and full inquiry should be made into the state of affairs existing in Our Island of Dominica, and into the causes of the discontent which is alleged to exist among a portion of the inhabitants thereof, and into the working of the existing political constitution thereof, and generally into any matters relating to the peace, order, and good government of Our said Island:

Now, therefore, We do by this Our Commission, under Our Sign Manual and Signet, appoint you the said Sir Robert George Crookshank Hamilton to be during Our pleasure Our Commissioner for the purposes of and to make such inquiry.

And We do hereby empower and require you, as such Our Commissioner, to take all such measures and to do all such things as in the interest of Our service appear to you to be advisable for the effective prosecution of such inquiry, according to such instructions as you may receive from Us through one of Our Principal Secretaries of State: and especially We do authorise and empower you to summon all such persons as you may think fit to give evidence before you, and to require them or any of them to produce any books, records, or other documents relating to Our Service which you may require to have before you.

And We do require you with as little delay as possible to report to Us, through one of Our Principal Secretaries of State, stating fully what you shall have done in the matters hereby entrusted to you, and submitting to Us such recommendations as may appear to you to be proper and expedient for remedying any evils which upon such inquiry may be found to exist, and for promoting the good government of the said Island and the welfare of its inhabitants.

And We do hereby command and require the Governor of Our Colony of the Leeward Islands, and all Our officers, and all other inhabitants of Our said Colony to be aiding and assisting unto you the said Sir Robert George Crookshank Hamilton in execution of this Our Commission.

Given at Our Court at Saint James's, this Twenty-second day of September, 1893, in the Fifty-seventh year of Our Reign.

By Her Majesty's Command,
RIPON.

Commission appointing

Sir Robert George Crookshank Hamilton, K.C.B.,
to be Her Majesty's Commissioner to inquire into the
affairs of the Island of Dominica.

Dated 22nd September 1893.

11

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LETTER FROM SECRETARY OF STATE FORWARDING COMMISSION.

SIR,

Downing Street, September 27, 1893.

I AM directed by the Marquess of Ripon to enclose a Commission under the Royal Sign Manual and Signet appointing you Her Majesty's Commissioner to inquire into the affairs of the Island of Dominica.

Dominica, though one of the most fertile of the British West Indian Islands, is more backward and less developed than almost any other of those islands, and its inhabitants appear to be less prosperous and contented than Her Majesty's other West Indian subjects.

There has been frequent friction between the Government and the Legislative Assembly, a partially elected body. Successive governors have complained that they were unable to obtain the enactment of measures necessary for the prosperity and good government of the island, while the elected members of the Assembly have complained that the Government did not pay sufficient regard to local opinion.

Difficulty has been experienced in collecting the taxes, which culminated in the recent deplorable disturbance and loss of life in the district of La Plaine.

In these circumstances Her Majesty has been advised to cause a full and searching inquiry to be made into the state of affairs in the Island, in order that means may be devised of removing any hindrances, which the inquiry may disclose, to its good government and to the well-being of its inhabitants, and to entrust to you the duty of making the inquiry, and recommending such measures as may seem to you advisable.

Lord Ripon, while desiring to leave you as free as possible in regulating the scope of your inquiry, would suggest that your special attention be directed to the relations between the Government and the Legislative Assembly, the scheme of taxation, and the system of collecting and enforcing payment of the revenue.

It is not intended that you should inquire into the circumstances of the disturbance at La Plaine, but the complaints submitted by some of the inhabitants of that district to the Governor on the day of, but before that occurrence, should be included among the subjects of the inquiry.

It is intended that a local law shall be enacted giving you all necessary powers of compelling witnesses to give evidence and produce documents.

The Governor has been informed that the inquiry will be held in public.

A further letter will be addressed to you as to the time of holding the inquiry and the arrangements to be made in relation thereto.

I am, &c.

(Signed) R. H. MEADE.

Sir Robert G. C. Hamilton, K.C.B.

CONTENTS OF REPORT.

	Page
Steps taken to carry out inquiry	vii
General physical outline, history, and constitution	x
Internal disturbances	xi
Causes of backwardness	xiii
Services rendered by authorities of Kew Gardens	xiv
Works recently undertaken for improvement of means of communication	xv
Federation with the Leeward Islands	xvii
Relations of Government to Assembly	xviii
Executive Council	xix
Unsatisfactory state of finances	xx
Direct and indirect taxation	xxi
Smuggling of rum and tobacco	xxi
Land and house tax	xxii
Road tax	xxv
Income tax	xxviii
Boat licenses	xxviii
Horse licenses	xxviii
Summary of proposals as regards revenue	xxix
Expenditure	xxix
Further expenditure to be undertaken when state of finances admits	xxx
Civil Service	xxx
Judicial and magisterial	xxx
Education	xxx
Police	xxxi
Weights and measures	xxxi
Medical service	xxxi
Crown lands and surveys	xxxii
Crédit foncier	xxxii
Metayer system of cultivation	xxxii
Artizans	xxxiii
System mainly responsible for defects in administration	xxxiii
Main causes of discontent	xxxiii
Inhabitants loyal and law-abiding	xxxiii
Attractions for settlers	xxxiv
Future prospects	xxxiv
Summary of recommendations	xxxv
Federation of West Indies	xxxvi
Difficulty of obtaining capital in West Indies	xxxvii

DOMINICA.

PART I.

REPORT

OF THE

ROYAL COMMISSION

(APPOINTED IN SEPTEMBER, 1893)

TO INQUIRE INTO

THE CONDITION AND AFFAIRS

OF THE

ISLAND OF DOMINICA.

MAY IT PLEASE YOUR MAJESTY:

YOUR Majesty having appointed me to be Your Commissioner to make inquiry into the state of affairs existing in the Island of Dominica, and into the causes of the discontent which is alleged to exist among a portion of the inhabitants thereof, and into the working of the political constitution thereof, and generally into any matters relating to the peace, order, and good government of the Island; and having required me to submit to Your Majesty a full account of such inquiry, together with such recommendations as may appear to me proper and expedient for remedying any evils which my inquiry may disclose, and for promoting the good government of the Island and the welfare of its inhabitants, I humbly beg to submit the following report:—

My Commission was issued on the 23rd September, 1893, and on the 8th November I left England for Dominica, which I reached on the 21st November. The Governor, Sir William Haynes Smith, had come from Antigua to meet me, and I had the advantage of making myself acquainted with his general lines of policy, and with his views on the various matters coming under my inquiry. On the 22nd November, at my request, he issued a proclamation announcing my arrival in the island, and containing the following memorandum of the procedure I proposed to adopt:—

Steps taken to carry out inquiry.

“Sir Robert Hamilton will open his inquiry at the Court House, Roseau, on Monday next, the 27th instant, at 11 o'clock. He will commence his inquiry by calling upon the Elected members of the Legislative Assembly to place in evidence before him the various points which from time to time have formed the subject of protests by them, either collectively or individually, to successive Governors, or to the Secretary of State, and to add to these points any others bearing upon his inquiry which they may desire to bring under his notice.* He commences with this evidence because of its distinctively representative character, and he desires that this character should attach, so far as is possible, to the bulk of the evidence he takes, in order that it may practically embrace the whole body of public opinion in the island. With this view he would suggest that the persons comprising the various classes and interests in the island, such as the traders, and the larger cultivators, the small cultivators, including both tenants and proprietors, and the labourers engaged in its various productive industries, should place themselves in communication with each other, and select one or more of their number who could give evidence before him which would thus be of a representative character for each group. The names and addresses of the persons so selected should be communicated to his Secretary, Mr. R. W. Hamilton, Government House, Roseau, and due notice will be sent to them of the dates on which they will be required to give evidence. The inhabitants of Dominica have now the opportunity afforded them of bringing the whole state of the affairs of the island directly under the consideration of Her Majesty's Government, with the view of having such of them remedied as may be capable of remedy by the action of the authorities, and the response which may be made to this suggestion for materially facilitating his work will form not an unimportant indication of

* The correspondence on this subject, together with a petition to the House of Commons in course of signature before my appointment was announced, will be found in Appendix D., No. 23.

the strength and reality of the feeling which is stated to exist in the island as regards the necessity for the inquiry he is now about to undertake. Although Sir Robert Hamilton desires to give as representative a character as possible to the evidence he takes, he wishes it to be clearly understood that it is open to any individuals in the island who believe they can speak with knowledge of its conditions generally, or of the special circumstances of any of its districts or of its various industries, to lay their views before him. He stipulates, however, that such volunteered evidence should be submitted in the first instance in the shape of a written communication addressed to his Secretary. At a later stage he will take full evidence from the officials on all matters embraced in his inquiry. It is further his intention to visit any districts of the island which may have features peculiar to themselves, and to take evidence, if necessary, on the spot."

This proclamation was widely circulated, and its contents soon became known throughout the island. Next day I had the advantage of attending a sitting of the Legislative Assembly, and the same evening the Governor returned to Antigua, leaving me in possession of Government House, after having made every arrangement for my comfort, and having placed at my disposal the services of an intelligent clerk, Mr. C. A. Seignoret, to assist in the clerical work of my inquiry. I commenced my sittings to take evidence on the 27th November, at the Court House in Roseau, and I held altogether seven sittings in the capital, one in the town of Portsmouth, and six in the following important country districts, viz.,--Vieille Case, Wesley, La Plaine, Geneva, Soufrière, and Layou. On my tour through the country I had the advantage of being accompanied by the Government officer of each district. I was specially instructed by the Secretary of State to inquire into the complaints submitted by some of the inhabitants of La Plaine to the Governor before the fatal occurrences there in April last (see Parliamentary Paper, No. 280, of 1893, pp. 22-24). But as I found that these complaints were not peculiar to La Plaine, I have not dealt in my Report with this district separately.

Previous to my arrival in Dominica, an Act had been passed by the local Legislature empowering me to take evidence on oath, and all the oral evidence I received I took in this manner. In Appendix A. a list is given of the witnesses examined, of whom the bulk gave evidence as the representatives of different classes and interests in the island. I took evidence from all the non-official members of the Executive Council and the Legislative Assembly, from nearly all the principal merchants and traders, and the proprietors and managers of large estates, from several Government officials, and from a large number of peasant proprietors engaged in various sorts of cultivation in different parts of the island; from small shopkeepers, tenants on estates, and labourers.* The evidence given before me by these witnesses, which is very voluminous, was taken down by my secretary. An abstract of it will be found in Appendix B. I feel satisfied that I succeeded in obtaining the views of all classes and interests in the island on the subjects embraced in my inquiry. In addition to the oral evidence I elicited by examination, I had the advantage of receiving much valuable information in the shape of written communications handed in by witnesses, which will be found in Appendix C. I also received a large number of petitions and addresses from every quarter of the island, chiefly relating to matters of taxation, a selection from which I append (Appendix D). Many of these were largely and influentially signed. As was inevitable, I also received some communications which were of a purely personal nature, and not illustrative of any general matters falling within the scope of my inquiry, but the object of my mission was so thoroughly understood in the island that these were comparatively few in number. I may also add, that I was never in the slightest degree embarrassed by any attempt to force upon my notice evidence relating to the circumstances attending the unfortunate occurrence in La Plaine in April last, which was excluded from my inquiry by the Secretary of State.† In Appendix E. will be found official memoranda and returns of

* The only witness whom I summoned, who did not appear, was Mr. James, Inspector of Police and Weights and Measures, who furnished a medical certificate of inability to attend.

† The only allusions to these disturbances in the evidence I received were made, not with the view of having the circumstances inquired into by me, but of bringing to my notice that any report I might make of the existing causes of discontent, a matter into which I was specially instructed to inquire, would not be complete if I omitted all reference to the discontent arising from the fact that no inquiry had been held into these disturbances. The feeling that exists in this matter in the district may be gathered from the following extract from a petition I received, signed by the Rev. J. Couturier, the priest of the parish, and 67 inhabitants and proprietors of La Plaine, dated 13th December 1893:—

"That our respect for the Government and our ideas of the majesty of the law have been greatly shaken in that no inquiry has been made into, and no person has been charged with, or tried for, causing the death of our four brethren, yet we are always brought before the magistrate, and told we must submit to the law."

all matters raised in my inquiry which required reference to official practice and records not elicited by the examination of official witnesses.

In closing my inquiry I made the following statement :—

"I desire, on bringing the sittings of my Commission to a close, publicly to express my best thanks to the community of Dominica, from the highest to the lowest, for the hearty and ready assistance I have received from every one. The Governor met me on my arrival, and did everything in his power to facilitate my inquiry, leaving instructions with the officials to furnish me with every information I might require. To them, and especially to his Honour the Commissioner, Mr. Le Hunte, I am much indebted for the assistance I have received. The representatives of the people in the Legislative Assembly have taken the greatest pains to put me in full possession of their views as to the working of the political constitution of the island, and the relations of the Government with that Assembly. I have had numerous returns compiled for my use from the official records of the Presidency, bearing on matters on which I have taken evidence, and I have received some valuable memoranda from Dr. Nicholls on the resources and history of the island. I have also had submitted to me a large number of petitions and addresses, some of which, however, are more of a personal than a general character. The data for my report will thus include a good deal beyond the oral evidence which I have taken at the various sittings I have held. I have already referred publicly* to the obligation I am under to his Lordship the Bishop for the active assistance he has given to me throughout, and his priests also have everywhere used their utmost endeavour to further the objects of my inquiry. The hospitality and kindness of the planters, priests, and others with whom I have come in contact on my tour through the island have been unbounded, and during my residence in Dominica I feel that I have made many friendships which I trust will be life-long. It will be through no fault on the part of the people of Dominica if I leave the island without carrying away with me full information as to its resources and capabilities, and as to its condition both political and economic. The representatives of the smaller proprietors have given their evidence with great clearness and intelligence, and it is remarkably unanimous in substance. It will take some time to digest the large amount of evidence I have received, and of information I have collected, and although it is my desire to produce my report to Her Majesty without delay, the time which will be occupied in preparing it, and in passing it through the press, will necessarily be considerable. In the meantime I hope that the fact of the whole condition of Dominica being under inquiry will lead neither to exaggerated expectations on the part of the people as to what the outcome may be, nor to their making it an excuse for any want of promptness on their part in paying their taxes. As you know, my attention was specially directed by the Secretary of State to the scheme of taxation in force in the island, and the system of collecting and enforcing payment of revenue. I have had much evidence before me as to the advantages which many of the witnesses think would accrue if more of the revenue of the island were derived from indirect taxation, and less from direct taxation, than is the case at present. Without at this time giving any indication of what my views on this important question may be, I desire to point out that as recourse to both methods is indispensable, in order to meet the necessary expenses of Government, although the proportion derivable from each is open to adjustment, it is of the utmost importance, with the view of keeping down direct taxation as much as possible, that no leakage in the receipt of indirect taxation should occur. Any smuggling thus is most detrimental to the community, for the revenue lost in that way has to be made up by having higher direct taxation than would otherwise be necessary. Every smuggler, therefore, is the common enemy of the whole community, and every taxpayer has a direct interest in putting him down.† I intend to return to England by the mail steamer which leaves Dominica on Thursday next, the 28th December, but before leaving I have arranged to pay a visit to the Layou Flats.

* This refers to an announcement in the following terms made by me at the sitting of the 6th December :—

"I wish publicly to acknowledge the great obligation I am under to his Lordship the Bishop of Roseau, who has not only himself brought many points to my notice bearing upon the subjects of my inquiry on which I have taken evidence, but has also communicated with his priests all over the country to secure that the people understand that it is my wish to take evidence from them directly, when I am passing through the different districts, by means of examining any representatives from among them whom they may themselves select for this purpose."

† I brought this point prominently before the people as my inquiry had shown me, as will be seen from what I say on this subject further on, that smuggling existed to a considerable extent in the island and that the smuggler, when caught, was regarded as an injured individual who was prevented by the Government from earning a livelihood.

When I shall have seen that interesting district I think I shall have made an exhaustive inspection of the island. In conclusion, I have to express my best thanks to the press for their reports of the proceedings of the Commission during its sittings which I now bring to a close."

I carried out my intention of paying a visit to the Layou Flats, and of starting for England on the 28th December. I arrived in London on the 11th January.

Before proceeding to deal with the many important issues involved in my inquiry, I think it well to give a slight sketch of Dominica, describing very briefly its general physical outline, its history and constitution.

The Island of Dominica, discovered by Columbus in 1493, is the third largest island of the British West Indies, having an area of nearly 300 square miles. It lies almost midway between the French islands of Guadeloupe and Martinique, distant some 35 miles from both, in long. $61^{\circ} 20' W.$, and lat. $15^{\circ} 25' N.$ Its conformation is rugged in the extreme. A range of hills, with peaks extending to nearly 5,000 feet in height, forms a backbone to the island, and from this range numerous steep spurs intersected by deep valleys run down to the sea coast. It is of volcanic origin, and active volcanic agencies are still to be found in hot sulphur springs and a boiling lake.

At least one half of the total area of the country, between 90,000 and 100,000 acres, is available for agricultural purposes, but it is doubtful whether even a third of this area is in cultivation. It is true that the country is very mountainous, the hillsides often steep, and the surface of the ground stony, but such land is by no means unsuitable for certain descriptions of cultivation. Coffee, for instance, is often best cultivated on the steepest hillsides, and on stony surfaces, some of which are very fertile, and in the conformation of the country there are favourable conditions for raising sugar, cocoa, coffee, limes, and almost every description of tropical produce.

The rainfall is heavy throughout the island. In 1892 the returns kept at 12 stations, distributed pretty well over the whole island, showed an average fall for the year of 118 inches. It varies, however, greatly in different districts. At one station on the Windward or eastern side, Castle Bruce, it was as high as 182 inches, while at another on the Leeward or western side, Batalic, it was only 50 inches. From the configuration of the country, the rain runs off the surface very rapidly. Thus, the depths and velocity of the rivers and streams vary greatly at different times, and after heavy rain they become torrents, and fording them at such times is difficult and dangerous, and often impossible.

Of roads on which wheeled traffic is possible, there are but 25 miles in the island, of which, however, 20 miles is an unmetalled track. The chief communication between different points on the Leeward side is carried on by sea, while on the Windward side and inland it is by bridle paths, and over these, which are always steep, and often almost impracticable, all produce is carried on the head.

There are two towns in the island, Roseau, the capital, with over 5,000 inhabitants, in the south-west on the Leeward coast, and Portsmouth (formerly known as Prince Rupert's), 20 miles further north on the same coast, with about 1,500 inhabitants. Roseau has only an open roadstead, but this, with its position on a hill slope, and a good water supply, renders it exceptionally healthy. Portsmouth, on the other hand, has a fine natural harbour, but is rendered extremely unhealthy by the neighbourhood of low-lying swamps. On the Windward coast there are no harbours, and during the prevalence of the trade winds which blow directly on shore, the surf, as a rule, prevents the inhabitants from using their canoes. Excellent edible fish abound in Dominican waters.

Except in the vicinity of marshy lands, the island is healthy, and generally free from fever; the mean annual temperature in Roseau is under 80° , and at higher levels considerably less. Though hurricanes are not of frequent occurrence, great damage was caused by one in 1781* and another in 1834. There are no venomous snakes in the island.

The population, which shows a considerable decrease since the census of 1881, now numbers about 27,000, of whom 15,000 are women. It is composed of 330 white, 7,000 coloured, and 19,700 black people. Two-thirds of the total population live upon the Leeward side of the island. The bulk of the people are peasant proprietors, who live within a mile or two of the coast. On the Windward coast there is a reservation for the Carib Indians, descendants of the original inhabitants of the island, who now number about 300.

* A sum of money raised in England for the relief of the sufferers by this hurricane and a tidal wave which followed was applied, by an Act passed in 1785, to the building of a gaol.

In religion 90 per cent. of the people are Roman Catholics, the remainder being either Wesleyans or members of the Church of England. The language spoken is a French patois, *see* p. xiv, the number of those able to speak English as well being small.

The richness of the soil made the island for long a bone of contention between France and England, and in 1748 the Treaty of Aix la Chapelle provided that the island should remain neutral. The French, however, disregarded this neutrality, and French settlers took up land; whereupon the English forcibly captured the island in 1761. Two years later the English possession was confirmed by the Treaty of Paris, and the French settlers were left undisturbed on condition of becoming subjects of Great Britain, and of paying a small quit-rent, while the other cultivable lands were sold by the British Government for the sum of 312,000*l*.* In 1778 the island was retaken by a French expedition from Martinique. In 1782 Rodney gained his famous and decisive victory over the French fleet off Dominica, and the island was afterwards restored to England by the Treaty of Versailles in 1783. An attempt was made by the French to retake the island in 1795, which ended in the deportation of 600 French residents, and another, which was almost successful, was conducted by La Grange in 1805. Since this date, known in the island as "La Grange," the island has remained in the uninterrupted possession of the English.

By a Royal Proclamation dated 7th October, 1763, Dominica, Grenada, the Grenadines, St. Vincent, and Tobago, were made one Government with the title of the "Southern Caribbee Islands," under a Board of Council.

In 1771 Dominica was made a separate Government, and in that year the Governor presented the Island with the silver mace now in use, which is an exact copy of that at St. Stephen's, Westminster.

In 1775 a Council nominated by the Crown and a House of Representatives consisting of 19 members, of whom nine formed a quorum, were constituted by Royal Proclamation.

In 1833 Dominica was included with Antigua, and the other Leeward islands in the same Government, under a Governor-in-Chief, resident in Antigua, with a Lieutenant-Governor residing in Dominica.

In 1863 what is known as the "Single Chamber Act" was passed, by which the Council and House of Representatives were constituted a single Chamber of 28 members, of whom 19 were elected and 9 nominated by the Governor, the House electing its own Speaker.

In 1865 the Government introduced a Bill to abolish the electoral franchise and make Dominica a Crown Colony. But in consequence of popular feeling on the subject the following form of constitution, which is that of the present day, was introduced by way of compromise. The number of members was reduced to 14, of whom 7 were elected by the people and 7 nominated by the Governor, who presided at their deliberations, having a casting vote in cases where the votes were equal, and a deliberative as well as a casting vote when the House was in Committee. Five members formed a quorum.

In 1871 Dominica and the other Leeward Islands were constituted a Federal Colony; by Act of the Imperial Parliament, the seat of Government was transferred to Antigua and a "President", subsequently styled a "Commissioner", was appointed to discharge in the island such powers and authorities as the Governor might assign to him. By the Federal Constitution a central Executive Council was created, together with a central Legislative Council, which now consists of 10 members nominated by the Governor and 10 elected by the various islands, of whom Dominica elects 2; and a federal establishment was appointed containing a Colonial Secretary, an Auditor General, an Inspector of Schools, three Judges, an Attorney-General, and a Solicitor-General. The Federal Legislative Council has power to deal with matters of real and personal property, mercantile and criminal law, police, convict establishments, quarantine, postal and telegraph affairs, questions of currency, audit, weights and measures, and education, as well as any other matters which the Island Legislatures may declare to be within the competence of the General Legislature. In 1886 the duration of the session of the Island Legislature was fixed at three years.

In former times the island suffered considerably from internal disturbances, owing to numerous bodies of runaway slaves, who found easy shelter in the mountain forests, whence they used to issue at night and commit frequent depredations on the neighbouring estates. During the time that the French were in possession of the

Internal disturbances

* I take this fact from Bryan Edwards's History of the West Indies published in 1793, and it will be found repeated in the Colonial Office List, but I gather from the Colonial Office that some doubt exists as to whether this sum does not include the amount realised by sales of land in other ceded islands besides Dominica.

island, from 1778-1783, these bodies received further encouragement from the French Commander to annoy, plunder, and even murder the English residents. It was not till 1813 that their strength was finally destroyed. This struggle with the insurgent negroes is known as the "Maroon Wars," and extends over a period of more than 40 years in the history of the island. The cost of these wars involved so heavy an expenditure that it must have impoverished many of the inhabitants.

In 1844 an attempt to take a census, when the people were in a state of irritation owing to the unsettled question of the rights of occupancy on the "Queen's Three Chains," a strip of land of that width measured from high water-mark all round the island over which the Government reserved certain rights, and on which many of the emancipated slaves had been allowed to settle, led to a serious outbreak of the negroes, who imagined they were to be numbered with a view to the re-imposition of slavery. Martial law, however, was proclaimed, and this outbreak, known as the negro rebellion, or *la guerre negre*, was promptly and severely put down, but not without some loss to life and property.

In 1847 a resolution passed in the Assembly for granting State aid to the Roman Catholic Church led to bitter religious feelings between the Protestants and Roman Catholics. An attempt in the following session to give effect to this resolution was frustrated by the endeavours of Mr. Falconer, a Methodist, and the leader of the party of power known as "the Ascendancy." Ill-feeling ran so high that a succession of riots ensued in the town of Roseau, in which the police were overpowered and confined to barracks, and which were only quelled on it becoming known that the Government intended, if the rioting did not cease, to put a stop to it with the aid of the troops then quartered in the island.

The difficulties arising over the "Queen's Three Chains," still remaining unsettled, had been the cause of considerable friction between the dwellers thereon and the owners of contiguous properties. In 1853 the then Governor attempted to bring the whole matter to a final settlement by selling the Three Chains to the owners of the contiguous properties. The following year the proprietors of the Batalie estate failing to come to terms with certain squatters on the Three Chains contiguous to that estate, an attempted ejectment was twice made by the police, but failed on both occasions. Thereupon the Governor brought soldiers from Antigua, and the people, who showed much sympathy with the squatters, remembering the events of 1844, took to flight on the sight of the red coats and allowed him to accomplish his object.

In 1863 the balance of political parties was reversed on the change then made in the constitution, and Mr. Falconer, the leader of the old Ascendancy party, having made use of intemperate language towards the Speaker, was imprisoned by order of the House. This imprisonment was afterwards proved to be illegal. His arrest roused great excitement in Roseau, but though special constables were sworn in no serious breach of the peace resulted. Political excitement continued till the further change of the constitution in 1865, on which occasion the presence of one of Her Majesty's ships in the roadstead was deemed necessary.

In 1869 a difference arose between an Italian priest and the Vicar-general, which ended in the interdiction of the former from the performance of his duties as a priest. The people took sides and the hostility of the two factions grew till it ended in faction fights of more or less seriousness. At one time the police were overpowered and special constables again sworn in; but in course of time the excitement died away. After the passing of the first land tax, in 1886, a noisy mob broke into Government House Grounds and demanded an audience of the Governor which was granted, and no further disturbance ensued. Since that date there were no disturbances in the island till 1893, when an attempt to confine the carnival within shorter limits of time led to a riot in which the police were overpowered. A few weeks later an attempted ejectment by the police at La Plaine, for non-payment of the land tax, which had been increased in 1888, having been successfully resisted, it was carried out by an armed force brought by the Governor from Antigua, four men being killed and two women wounded in the course of the proceedings.*

I have thought it well thus to enumerate all the occasions on which, since the cession of the island, any serious disturbances of the public peace have arisen, because the inhabitants of Dominica have acquired a character for turbulence which I do not think is borne out by their history. No doubt the political disturbances and the Maroon wars at the close of the last and beginning of the present century were very grave, and so was

the negro rebellion of 1844. But since that time, up to the occurrence in April 1893 at La Plaine, no really serious disturbances have occurred.

Dominica is undoubtedly a most fertile island, and suitable for raising almost every description of tropical produce. Very strong evidence was given to this effect by Dr. Nicholls, who speaks with authority on this matter, being himself the author of a textbook on tropical agriculture, which is the standard work on the subject. Rather more than 100 years ago the island was very prosperous. Her main product then was coffee, of which the annual export amounted in some years to between four and five million pounds weight.* But this prosperity did not long continue. In the closing years of the last century many of the planters, who were French, were hostile to British rule, and political disturbances were frequent. These disturbances led to the deportation (see p. xi) of many French residents, and the numerous serious outbreaks and depredations of runaway slaves caused other planters to leave the island and abandon their estates or place them in the hands of attorneys, who often mismanaged them. These causes seriously interfered with the staple industry of the island, and its output was diminished. Another cause which operated in the same direction was the denudation of the forest-lands which was going on in some of the western districts of the island where coffee was principally grown. This injuriously affected its cultivation, especially on steep hill sides. Moreover, as a rule, manure was not used at all, or only in insufficient quantities, and the soil of many of the earlier plantations consequently became exhausted. Then, early in the present century, an insect blight made its appearance in the coffee plantations and inflicted considerable ravages,† and in 1834 a hurricane occurred which created great havoc among the trees. The high price of sugar meantime induced many of the coffee planters to root up their coffee trees and to plant canes. But the result, as a rule, was not successful, for where coffee had grown well, planters often failed to grow sugar, as the same soils and situations are not suitable for the growth of both these products.

Causes of
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Appendix B,
p. 15.

Afterwards came Negro emancipation, and with it the impossibility in many cases of obtaining sufficient labour at the right moment for taking in the crop. These causes all combined practically to extinguish the coffee cultivation of the island. Owners finding their estates unprofitable, got rid of them as best they could. Some few sold them, generally for small sums, and to persons without adequate capital to work them. Others divided them up among their connexions or dependents or former slaves. Some abandoned them altogether, and the peasantry appropriated them. Thus the class of peasant proprietors arose, and they turned their attention mainly to the supply of what are called "provisions" in Dominica, that is, cassava, arrowroot, plantains, bananas, yams, &c. In this way they raised sufficient food for their own maintenance, and having few wants which necessitated the use of money, they practically abandoned the cultivation of coffee altogether.

As the coffee cultivation decreased sugar cultivation was advancing, but it never flourished like the old staple product of the island. Still, so long as the price of sugar kept up there was a certain amount of prosperity in the island; but now that it scarcely pays the expense of cultivation, unless under the most favourable conditions of soil and situation, many sugar estates have been abandoned, large numbers of people have been thrown out of employment, and the island is in a depressed condition.

Many planters still pin their faith to the cultivation of sugar, and hope against hope that brighter times are in store for this industry, out of which so many fortunes were made in the old days. They contend that foreign countries cannot always go on granting bounties, and that, besides, the consumer must, in time, come to recognise the superiority of cane to beet sugar, and that when he does, prosperity in this industry will revive. I am not without hope in this direction, but Dominica has not much land relatively to her area suitable to the cultivation of canes, which can only be profitably grown in the valley beds and surfaces low down, or of moderate undulation. Hope for the future of Dominica, therefore, in my view, lies mainly in the extension of other cultivations. It is the adaptability of her soil to the production of many different articles in constant use and demand that can be made to place her agricultural interest on a broad and solid basis, and should relieve her from those painful vicissitudes to which agricultural

* I take these figures and a good deal of the following information as to the decay of the coffee cultivation in the island from a report on the Coffee Cultivation of Dominica made to the President of the island in 1875 by Mr. Henry Prestoe, Government Botanist to the Government of Trinidad.

† I have, however, the high authority of Mr. Prestoe for saying that this blight would never of itself have led to the abandonment of the cultivation of coffee, and that the trees which are now in the island are not affected by its presence to any serious extent.

communities are subject whose existence depends on the output of one description only of marketable produce. It is quite true that no other cultivation affords the same employment to the labouring population as the cultivation of sugar does, but there is plenty of room and to spare in Dominica for the settlement on the land of all the labourers who are now out of employment.

pendix C.,
19. I think what I have said above accounts to a great extent for the backwardness of the island, when compared with the other West Indian Islands, a point to which special reference was made in the Secretary of State's letter of instructions to me. But there is another cause also at work in the widespread feeling of discontent with their condition which undoubtedly exists at the present time in the minds of the people. Some witnesses attributed this to recent inflammatory writings and speeches, but these I regard rather as a symptom than the seat of the disease. The real causes will be described in detail as I proceed; but, while it is admitted that discontent is not a congenial soil for the growth of the prosperity of the people, it may yet be asked why, in spite of this, some improvement is not being effected in the economic condition of the island, and why, if Dominica is so fertile, the coffee industry is not revived and other remunerative industries introduced for which the island is suitable? My answer is that something is being done in this direction. The cultivation of limes and cocoa is now considerable in the island and is extending. There was a serious failure of the cocoa crop in 1892-3. But the export returns show that, while the output fluctuates from various causes, on the whole it is annually increasing.* The lime crop also is steadily increasing, and although some witnesses expressed a fear that the supply of this product might exceed the demand, when it is borne in mind that there are three distinct articles produced from the lime—citric acid, lime juice, and essential oil of limes—I do not think there is any cause for alarm that the production of limes of the quality grown in Dominica, which is the best in the world, will ever cease to be a remunerative industry.

Coffee, too, is being planted, though not to the extent it ought. The kind known as Liberian, which is never affected by blight, and which has the advantage of being easily gathered, as it ripens gradually instead of all at once like the Arabian coffee, is being introduced on the lower grounds, while Arabian coffee, the old coffee of the island, is being introduced at the higher elevations, where the effect of the blight upon it is never serious. The substitution of one sort of cultivation for another, however, is a matter of time. Cocoa trees are not in full bearing until seven years after they are planted, limes until ten years, and coffee until from four to six years, according to the elevation at which the trees are planted and, to some extent, also to their exposure. A progressive output may, therefore, be constantly expected from these cultivations, but it must be borne in mind that Dominica is a place mainly of small proprietors, who owe their origin to the circumstances in her history that I have described, and that a great barrier to her progress exists in the want of knowledge of the people. They speak a patois which is not a written language, and most of them can neither read nor write. As I have already said, many of the small holders of land cultivate nothing but "provisions" (see p. xiii), and they used to supply their small money wants by selling any surplus beyond what was consumed by themselves and their families. There never was much of a market for "provisions," but now that many sugar estates have gone out of cultivation, and few people have any money to spend, there is scarcely any market at all. Obviously what these small holders should do, and what they are beginning to do, is also to cultivate some of those other products I have referred to, for which there is always a market. But it takes time for these poor people to appreciate the necessity of doing this. Then, again, they know little of the best methods of cultivating cocoa, limes, and coffee, nor have any effective steps been taken to instruct them on this matter. It is true that the present Governor of the Leeward Islands, Sir William Haynes Smith, has established a botanical station at Roseau, at which plants of these trees can be purchased at a small cost, as well as plants of oranges, in which a large trade with England might be developed, kola nuts, spices of various sorts, and medical herbs for the cultivation of which many parts of the island are peculiarly suitable. This I regard as a matter for which he is most highly to be commended.

Services rendered by authorities of Kew Gardens. It is impossible to over estimate the value of the assistance which our Colonies in such matters receive from the authorities at Kew Gardens. In fact, but for their action in directing attention to the benefits to be derived from the establishment of botanical stations, I doubt whether any of those stations would be in existence at all. Kew

* Report on the failure of the Dominica cocoa crop, 1892-3, by C. A. Barber, M.A., F.L.S., Supt. Agr. Leeward Islands.

moreover, not only lends her powerful aid in inducing Colonial Governments to introduce such stations, but she also finds curators for them, supplies them with plants, and is always ready to give counsel and advice, from experience collected from all parts of the world, as to the descriptions and methods of cultivation most suitable for the different Colonies, and the most approved ways of preparing the various products and putting them into their most marketable shape. The Colonies themselves are fully alive to the value of the services that Kew renders to them in the development of their resources, but I doubt whether the important part that she plays in such matters is fully known in this country, or is appreciated as it ought to be.

In Dominica, however, though the evidence of the curator of the Botanical Station at Roseau shows that the demand for plants is rapidly increasing on the part of the owners of the larger estates, it is doubtful whether many of the smaller proprietors are even aware of the existence of the botanical station. Every means possible should be taken of making this known to them, and of urging upon them the necessity of cultivating something besides "provisions." They should be instructed as to the soil, situations, and exposures best suited for the cultivation of cocoa, limes, and coffee respectively, and of other remunerative products, such as nutmegs, ginger, sisal hemp, &c. They should be made acquainted with the best methods of preparing the ground for the reception of those plants for which it is most suitable; with the distances that trees of each sort should be planted apart, which differs even with the same description of cultivation on steep and on flat surfaces; with the best ways of sheltering such of them as require shelter; with the best ways of pruning the trees; and of gathering and preparing the produce for market. Notices containing this information should be spread freely throughout the island. The district Government officers* should be required to explain and disseminate this information as widely as possible, and the good offices of the priests and schoolmasters in every parish should be enlisted in the same direction, and I believe their co-operation would be heartily given. If this were done a marked improvement would soon be visible in the island.

Appendix B
p. 25.

Another barrier to progress is the badness of the roads. I can speak of this from personal observation, for I have ridden over every main road in the island; and there are great difficulties in getting produce to market, except on the Leeward coast, where it can be conveyed by canoes. These difficulties militate seriously against outside capital being brought into the island to work abandoned estates, or to develop the Crown lands, which are of great extent and fertility, and which, at present, are quite inaccessible. Sir W. Haynes Smith very soon became alive to the importance of improving the means of communication throughout the island, and in 1888 he embarked on a large scheme for effecting this object. The taxation of the island was revised with the view of making provision for the interest and sinking fund of a loan to be raised for the purpose, including an increase in the land tax of from one-half to two per cent. His scheme met with the hearty co-operation of all classes in Dominica, for it was hoped that, with improved means of communication, production would be stimulated, the land would rise in value, and in all probability capital would be attracted from outside to develop the resources of the island. The attention thus of the people of Dominica was keenly fixed upon the expenditure to be undertaken for this purpose, and they watched the progress of the scheme with the deepest interest. The main points of the Governor's scheme were: (1) to improve the existing roads; (2) to complete a chain of bridges round the island; (3) to convert the bridle path from Roseau to Layou, a point about 10 miles north of the capital on the Leeward side of the island, into a road for wheeled traffic; (4) to continue this road across the island to the Windward side, thereby opening up the large tract of magnificent forest land, suitable for settlement, known as the Layou Flats; and (5) to obtain the services of a suitable steamer to ply round the island, and bring its produce to market. The Secretary of State in due course approved the Governor's scheme, a loan of 20,000*l.* was raised, iron bridges for spanning the rivers, machinery and stores of various sorts were obtained from England, and an engineer was sent out to superintend the construction of the works. Almost at the inception of these works serious difficulties occurred between the engineer and the Road Board, a body appointed by the Governor to control, subject to his directions, the construction and maintenance of all public roads and bridges in the island. The Road Board accused the

Works recently undertaken for improvement of means of communication.

* The island is divided into four districts, in each of which a Government officer is stationed, whose main duties are to safeguard and collect the revenue, and to look after the roads.

engineer of incompetence. He accused them of interfering with his professional duties; and matters arrived at the point that the Governor dispensed with the services of the engineer after he had been in the Presidency about a year. A Royal Engineer officer Sir Arthur Mackworth, was called in to report upon the work, and he condemned much of it as faulty both in design and execution. Other engineers were employed to carry out the works. Then friction arose between the Governor and the Road Board as to the control over the expenditure. The Legislative Assembly took the matter up, and when, in 1890, the loan for 20,000*l.* having by this time been exhausted, the Governor asked for a resolution of the House to authorise the raising of a further sum of 10,000*l.* (which there was power to raise in the Loan Act of 1888, under which the loan of 20,000*l.* had been raised) it was only carried by his casting vote. One of the Elective members, Mr. A. R. Lockhart, who was not present when the resolution was carried, was believed to be in favour of it, but all the Elective members who were present voted against it, and recorded a strong protest against the way in which the works were being conducted.

Shortly after this, in February 1891, a flood carried away the only large bridge which had been built, and another large bridge which was in course of construction, besides destroying most of the abutments for bridges on the Layou Road, which had been erected at considerable cost. Then, in April of that year, the majority of the Road Board protested they were not being properly informed or consulted about the works in progress, which they urged were being conducted in an incompetent and wasteful manner, and no further meeting of that Board was summoned by the Governor till December 1892. The expenditure, however, continued. The whole of the 30,000*l.* raised by loan was exhausted, and on 28th October 1892 the Governor brought before the Assembly another large scheme for public works, involving a further expenditure of 50,000*l.*, to be raised by loan, of which 25,000*l.* was for continuing the works on the roads and bridges. The Elective members, however, would not approve this scheme, as they considered that the revenues of the island could not bear the interest and sinking fund of a fresh loan of 50,000*l.*; but they agreed to certain pressing works being undertaken, provided the spending of the money were vested in a Committee of Public Works, to be selected from the elected and non-official members of the Legislative Assembly. The Bill which the Governor had prepared to give effect to this further scheme was thereupon withdrawn, and nothing further seems to have been done in the matter till September last, when the Governor introduced another proposal to spend 27,950*l.* on the construction of roads and bridges. In introducing this scheme he made no suggestion as to how the necessary additional revenue was to be derived to meet the annual charge which would arise from the interest and sinking fund of the new loan to be raised. The Elective members, however, took a similar line as regards this proposal also, and the whole matter was in abeyance when I left Dominica.

Up to this date the money actually spent for the construction of roads and bridges has amounted to about 40,000*l.*, of which 30,000*l.* (in two amounts of 20,000*l.* and 10,000*l.*) has been provided by loan, the 10,000*l.* in excess of this provision having, with other amounts referred to hereafter (*see p. xx*), been borrowed by the Governor from the Leeward Islands Treasury and the Crown Agents of the Colonies.

As regards the expenditure of 40,000*l.* I have been unable to obtain any satisfactory details. I append a statement of the bridges erected and of those not yet used. I also append a statement made up in the engineer's office at Antigua, which was forwarded to me by the Governor, giving certain particulars regarding these works, as well as a statement prepared for me by the Treasurer of the expenditure upon them, extracted from the books of the engineer's office in Roseau. It is not possible to gain much information from a comparison of these two statements, and what purports to be a record of the expenditure of wages and stores under the individual works contains the two following items:—

	£	s.	d.
(1.) An unadjusted difference of - - - - -	115	11	11
(2.) To be accounted for - - - - -	2,475	16	1
Total - - - - -	2,591	8	0

This was the only statement I was able to procure. It took weeks to prepare, and several officials were employed upon it, but it is worthless, and I insert it in the Appendix, not from any trustworthy information it gives, but as an evidence of the inaccuracy and incompleteness of the records kept by the engineers of the expenditure on the works they were executing. All I can state is that about 40,000*l.* has

actually been spent for works on loan account, for this is shown by the Treasurer's books, which I believe to be correct, but what portions of it have gone for one work and what for another it is not possible, from the imperfect information obtainable, to say with accuracy.

It was the unanimous opinion of all the witnesses who gave evidence before me on the subject that the island had received in the shape of useful works a most inadequate return for this large outlay, and I am bound to say, having myself visited every part of the island, that this is also my opinion, after making full allowance for the difficulties to be contended with, both in the character of the country and in obtaining suitable labour. I append the following table contrasting the objects expected to be attained by the expenditure of the loan of 20,000*l.*, subsequently raised to 30,000*l.*, with the results of the 40,000*l.* actually expended for these objects :

Objects for which the Loan was raised, <i>see</i> p. xv.	How far these objects have been attained.
(1.) To improve the existing roads - - -	(1.) Little to show in this direction, except the new road from Portsmouth to Lasoye, a distance of about 20 miles, constructed at a cost of about 8,000 <i>l.</i> This road, when metalled, at a cost estimated at about 1,200 <i>l.</i> , will be suitable for wheeled traffic.
(2.) To complete a chain of bridges round the island -	(2.) Not attained. Except between Portsmouth and Lasoye.
(3.) To convert the bridle-path from Roseau to Layou into a road suitable for wheeled traffic.	(3.) Not attained. Some streams have been bridged, but the three large rivers, namely, Canefield, Check Hall, and Layou, on this line of road are unbridged, and most of this road is still a very indifferent bridle-path.
(4.) To continue the road from Layou to the windward side of the island, thereby opening up a large tract of land suitable for settlement.	(4.) No work done, except that 600 <i>l.</i> has been expended in surveying a route for this road.
(5.) To obtain the services of a suitable steamer to ply round the island, and bring its produce to market.	(5.) Not attained.

Some improvements, however, have been effected in the towns of Roseau and Portsmouth, and a bridge has been built over the Roseau river at Copt Hall ; but this is not one of the chain of bridges round the island ; and as the road over it only extends about two miles up the valley, where it stops abruptly, it can scarcely be regarded as a work of general utility.

This is all there is to show for an expenditure of 40,000*l.* on the construction of roads and bridges, except some iron-work for bridges which have not been built, and some machinery which has not been used, beside a small balance of not very serviceable stores.

I have gone into this matter at considerable length, not only because of its important bearing on the present condition of the island, but also because it forms an instructive instance of the relations existing between the Government and the Legislative Assembly as affecting both legislative and executive work—a matter into which I was instructed by the Secretary of State specially to inquire. These relations are by no means satisfactory. Indeed, ever since the Federation of Dominica with the Leeward Islands there seems to have been, as a rule, nothing but friction. This Federation, as I have said (p. xi), took place in 1871. There was no spontaneous desire in Dominica for it. It was pressed upon her from outside, and she has never become reconciled to it. On the contrary, the feeling against Federation has increased, and is increasing, in strength. Numerous protests have been raised against it from time to time, and scarcely anyone who gave evidence before me had a good word to say for it. The witnesses urged that local measures suitable for Antigua and the other islands of the group are almost necessarily unsuitable for Dominica, which is separated from them by 150 miles of sea, and differs from them in physical configuration, in products, history, language, religion, and sentiment ; and that a successful union is impossible between islands whose wants and requirements are so dissimilar. This dissimilarity is certainly striking when Antigua, the seat of the Federal Government,

Federation with the Leeward Islands.

Appendix C., Nos. 2, 5, 15, 16, 18.

is contrasted, in all those matters which make for community of interests, with Dominica, as follows :—

Antigua.	Dominica.
(1) A small island of large estates.	(1) A large island of small proprietors.
(2) A country where the population is comparatively numerous.	(2) A country where the population is very sparse.
(3) A comparatively flat country, with a moderate rainfall.	(3) A rugged and mountainous country with a heavy rainfall.
(4) A country with easy means of communication throughout.	(4) A country where roads for wheeled traffic are practically impossible, and communication is difficult in the extreme.
(5) A country where sugar is practically the only product.	(5) A country only suitable to a small extent for the cultivation of sugar, but suitable for the development of other products.
(6) A country where the neighbouring islands are English.	(6) A country where the neighbouring islands are French.
(7) A country where the people speak English.	(7) A country where the people speak a French patois.
(8) A country where the religion is Protestant.	(8) A country where the religion is Roman Catholic.

pendix B.,
12, 16,
25.
 The witnesses further pointed out that Federation leads to irritating delays and difficulties in the conduct of the public business of Dominica, by the necessity which it entails of constant references to Antigua for authority and instructions, of which they produced some striking instances; and that if the federal tie is drawn closer (and the tendency of late years has been in that direction) such difficulties and delays must inevitably increase. They also pointed out that Dominica is so much the poorer by the withdrawal from the island of the expenditure of the money raised in it to meet the constantly growing requirements of the Federal Government. I entirely agree in these views. I believe that any improvements effected since 1871 could have been equally well attained without Federation. And further, I am of opinion that the Government is discredited by its want of promptness in its ordinary administration, and that any efficient administrative supervision and control is impossible over the annual expenditure in Dominica, or over extraordinary expenditure like that recently incurred for the construction of roads and bridges, without the presence on the spot of an officer possessing full authority, who can guide its progress, and at once put a check upon any wastefulness or extravagance which his supervision may disclose. I believe that the Federation which now exists is a serious cause of discontent in the island, and I am of opinion that great immediate benefit would result to Dominica if she were withdrawn from the Federation of the Leeward Islands, and her administration were placed under a Lieutenant-Governor, as was the case prior to 1871.

lations of
Government
Assembly.
Appendix B.,
p. 5.
Appendix C.,
pp. 5 and
 The relations between the Government and the Legislative Assembly since Federation have, as I have said (*see* p. xvii), been unsatisfactory. I append a return prepared for me by the Clerk of the House, showing the number of instances since 1880 in which motions in the Assembly were carried by the nominated members, or by the casting vote of the Governor. From this return it appears that there are 21 such cases, and that in two of them in 1880 this result was effected by three non-resident officials being specially brought to Dominica by the Governor from Antigua, to take the place of three resident non-official nominated members who refused to support his policy. The three representatives of the Elective members of the Assembly who appeared before me, namely, Mr. Davies, Mr. Pemberton, and Mr. A. R. Lockhart, who presented their case with great clearness, complained that ever since the introduction of Federation the views of those members, particularly on financial questions, have been persistently disregarded, and their protests ignored; that money raised for one purpose has been applied to another against their strong remonstrance; and that the island has been saddled with expenditure against which they voted and protested without avail. This contention is borne out by the return referred to above. They particularly directed my attention to the circumstances connected with the recent expenditure for the construction of roads and bridges in the island, to which I have already fully referred (*see* pp. xv-xvii), and they urged that, owing to the absence of any proper control on the part of the Assembly, over this expenditure great wastefulness had occurred, and the island had been placed in financial difficulties. They further urged that they were kept in ignorance of what was going on, and of the state of the finances of the island; and it is the fact (*see*

Mr. Le Hunte's Memorandum on the publication of Treasury Accounts) that no accounts were published of the receipts and payments of the Presidency of Dominica for 1891 and 1892, notwithstanding an Order of the House of Assembly passed on 25 June 1891, that "all future balance sheets" should be published in the Official Gazette. It is unfortunate that no balance sheets were published during this period, for not only was a heavy expenditure on public works then going on, but in these two years the ordinary revenue fell short of the ordinary expenditure by upwards of 6,000%.

Appendix E
No. 6.

Every witness I examined on this part of my inquiry described the existing relations between the Government and the Assembly as most unsatisfactory, and I had many suggestions submitted to me for putting them on a proper footing. The Elective members recommended an addition being made to their number so as to give them a majority of votes in the Assembly, and this recommendation was endorsed by many of their constituents, who, as the representatives of various classes and interests, gave evidence before me. Others, again, were afraid of putting the whole power into the hands of the Elective members, as they thought this would be a dangerous experiment. I do not share in this opinion, and my view is that if the Elective members represented all classes and interests in the island the case for giving them a preponderance in the Assembly would be overwhelmingly strong. But when it is borne in mind that one-half of the Assembly consists of members elected on a register containing only 612 names, of which some are plural and some illiterate, out of a population of 27,000, a case, in my view, is not made out for giving to the representatives of these 500 or 600 people a majority in the Legislature. It is true that if every person qualified to vote was placed on the register the number would be largely increased; but the fact that so few take the trouble to have themselves registered is an indication of their want of knowledge of the duties of citizenship, and probably of their inability to appreciate them. As education is now compulsory, an improvement in this respect before long may be confidently anticipated, but at the present time it appears to me to be necessary that some provision should be made to secure that the interests of those who are not on the register of voters, and who form the great majority of the inhabitants, should be safeguarded in the Assembly. I am therefore of opinion that the present number of the Elective members in the Assembly, viz., seven, should not be increased, that the number of official members should be limited to three, and that four other members should be nominated by the Lieut.-Governor in Council, who should be selected with the distinct object of securing that the rights and interests of the unrepresented part of the community receive full and adequate consideration in the deliberations of the Assembly.* These non-official nominated members should not be removable at the pleasure of the Lieut.-Governor. Their votes should be as unfettered as those of the Elective members, and they should retain their seats until the Assembly expires by time, or until there is a dissolution. The Lieut.-Governor should retain his casting vote; but with an Assembly constituted as I have suggested, I think the occasions on which it would be called into play would be few and far between, if indeed such a case ever occurred at all. He should not, as now, be allowed a deliberative vote in committee.

Appendix E
No. 7.

As regards the Executive Council, whose main function is that of assisting the Governor with their advice, I entirely agree with the observations made by Dr. Nicholls, who says:—

Executive Council.

"The composition of this body has given rise to much dissatisfaction on all sides, inasmuch as it is composed mainly of officials resident in Antigua who are believed to know and to care little about the true interests of Dominica. If these members were replaced by local heads of departments and by leading residents, I am satisfied that the Executive would get much better advice, and often be saved from falling into serious error. If such a strong Executive Council be formed, it should be called together to advise the Governor on all important matters, and every Government measure before being introduced in the Legislative Assembly should be laid before the Executive Council in order to afford the councillors an opportunity of giving advice in regard to its provisions. In this way there would be much less chance of an adverse vote in the Assembly, and there would be fewer instances of the introduction into that House of crude and undigested bills."

Appendix C
No. 19.

* I give a case at p. xxiii, in connexion with the passing of the land and house tax in 1888, which will illustrate the necessity for this.

The condition of the finances of the island engaged my serious attention, and I regret to say that at present they are in a very unsatisfactory state. The balance-sheet to the 30th September last shows the following assets and liabilities:—

Assets.			Liabilities.		
	£	s. d.		£	s. d.
Cash Balance in hands of Treasurer -	589	16 9½	Due to bondholders -	40,900	0 0
Net Balance due to Treasury on sundry Dr. and Cr. Accounts -	448	16 11½	Less sinking funds -	5,117	6 2
Total Assets -	1,037	13 9	Total Funded Debt -	-	-
Excess of Liabilities over Assets -	61,095	2 7½	Due to Leeward Islands Treasury for advances -	19,461	18 7
	£62,132	16 4½	Due to Crown Agents of Colonies for advances -	6,888	3 11½
			Total Floating Debt -	-	-
				26,350	2 6½
				£62,132	16 4½
				61,095	2 7½
To this excess of liabilities over assets, however, viz.				4,000	0 0
Must be added for the Federal Contribution of Dominica and her telegraph subsidy for 1893, both unpaid, and for interest on advances (about)				65,095	2 7½
			Total indebtedness -	35,782	13 10
Deducting from this the net amount due to Bondholders, as above				£29,312	8 9½
			Present floating debt -	-	-

I analysed this floating debt and found it had arisen as follows. I give the results in round figures:—

	£
(1.) Dominica has spent for roads and bridges beyond the two loans of 20,000 <i>l.</i> and 10,000 <i>l.</i> for this work, as I have said, p. xvi -	10,000
(2.) She has spent for other extraordinary public works for which no provision has been made, about -	7,500
(3.) She has paid off small loans amounting to -	2,500
(4.) Her ordinary revenue has fallen short of her expenditure since 1896 by -	10,000
	<u>£30,000*</u>

The Governor has presumably acted with the authority of the Secretary of State in borrowing the money to meet the expenditure causing this floating debt in the way he has done; but if he had not had the control of the Leeward Islands Treasury it is difficult to see how Dominica could have got into her present financial difficulties.

A loan will have to be raised to pay off this floating debt, of which the interest and sinking fund will cause an addition to the annual expenditure of about 1,500*l.* a year. This is a serious matter in an island having so small a revenue as that of Dominica, with an ordinary expenditure which her ordinary revenue is now, without such an addition to it, insufficient to meet. I would desire here to throw out the suggestion, inasmuch as, at the time of the cession of the island, a large sum was paid to the Imperial Exchequer (*see* p. xi) which was realised by the sale of Crown lands in Dominica, and from which the island appears to have received no benefit whatever, whether Dominica is not, even after so great a lapse of time, entitled to some reparation, and whether now, in the time of her necessity, some aid might not be given by the Treasury to tide her over her difficulties. The insufficiency of her ordinary revenue to meet her ordinary expenditure as matters stand at present must be carefully borne in mind, as I proceed to deal with the scheme of taxation and the system of collecting and enforcing payment of revenue—another point to which my attention was specially directed by the Secretary of State. The failure of the ordinary existing revenue to meet the ordinary expenditure

* Through the courtesy of the Colonial Office, I have been permitted to see the balance sheet of Dominica to 31st December 1893, which shows that on that date the total indebtedness of the island amounted to 64,283*l.* 11*s.* 1*d.*, but, inasmuch as it is doubtful whether this amount includes the whole of the items embraced in the outstanding liabilities on 30th September, estimated by me at 4,000*l.* (*see* above), I feel convinced that 30,000*l.* barely represents the amount of her present floating debt.

by a sum which I estimate at 3,000*l.* a year seriously limits any proposals which I may be able to make either for immediately providing further facilities for communication throughout the island or for the relief of the pressure of taxation, which now falls heavily upon the poorer classes; for the first necessity is to restore equilibrium in the finances of the island. Had the island been paying its way, or even nearly paying its way, I should have been able to recommend more adequate measures in both directions than are possible in the present state of the finances.

Taking the estimates of 1893 as a guide, I find that the estimated revenue amounts to about 24,500*l.* a year, of which about 13,500*l.* arises from duties on commodities, and about 10,000*l.* from direct taxation, the remainder arising from the post office, telegraphs, &c.

Direct and indirect taxation.

Many of the witnesses whom I examined were of opinion that indirect taxation was more suitable to the peculiar condition of the people of Dominica than direct taxation; and although many of them admitted that in highly civilized communities direct taxation was preferable, as a less wasteful method of collecting revenue, they held that this did not apply to Dominica, where collecting and enforcing direct taxation was costly and difficult, from the indifferent means of communication that exist, and from the fact that the poorer classes do not out of their scanty earnings make provision for the payment of taxes when they fall due, but spend their money as they get it. They therefore contended that the easiest way of making them contribute to the revenue is by taxing the articles they buy. There is much truth and force in this contention. Others again go further, and advocate the re-imposition of the export tax on the produce they sell. This tax was removed in 1888, when the land tax was raised from $\frac{1}{2}$ to 2 per cent., and they urge that this had the effect, so far as the poorer classes were concerned, not only of making them pay in a way which was very burdensome to them, but of putting fresh burdens upon them, as they did not benefit by the remission of the export tax in the same proportion as the traders who purchased their produce from them had done, inasmuch as they actually received no more for their produce than they had done before the tax was removed. This I believe to be in accordance with fact. Still I do not see my way to recommend that the export tax should be re-imposed, though I think a license duty might fairly be required of the traders whose business it is to buy the produce of the country and export it. These licenses might be regulated in a way similar to that in which trade licenses are now regulated; that is, they are graduated in amount and classified and assessed according to the amount of business done by each applicant for a license, and vary in amount from 12*l.* a year, which is the highest, to 15*s.* a year, which is the lowest rate. This would bring in a small additional revenue of, at least 100*l.* a year. It would also have the incidental advantage of tending somewhat to reduce the number of small buyers, some of whom are suspected of purchasing at low rates produce which has been stolen from estates, and thus encouraging a system of pilfering which now goes on to a considerable extent. Licensed buyers would, of course, have to account when called upon to do so as to the sources from which the produce came into their hands.

Appendix E., No. 15.

I am not prepared to make any recommendations which would lead to a reduction in the revenue derived from import duties. On the contrary, I believe that it is susceptible of some increase. The existing tariff is an extremely inconvenient one. It was arranged to secure reciprocity with the United States, and was based on the requirements of the McKinley tariff, now happily a thing of the past. It must be shortly revised, and I have no doubt that by imposing duties on some articles now admitted free, and by judiciously raising the rates on certain others, the Customs Revenue might be readily increased by at least 500*l.* a year.

A certain amount of smuggling goes on in rum and tobacco from the French islands. I think, however, that the greater activity now displayed in watching the coast will lead to a diminution in the introduction of contraband articles. The revenue, no doubt, will suffer somewhat, but I see no way of checking smuggling of this sort altogether, except by establishing a regular preventive service, the cost of which would outweigh the comparatively moderate amount of revenue now lost in this way.

Smuggling of rum and tobacco.

So far as the rum manufactured in the island is concerned, the revenue does not now appear to be defrauded to any considerable extent. Small stills have been discontinued throughout the island under the operations of the recent Act, which fixes the license duty for a still at 25*l.* This has reduced the stills in the island to the manageable number of

Appendix E.,
p. 10.

nine, and no spirit can be drawn off without the presence of a Government officer, who keeps a key which must be used before access can be had to the rooms into which the spirit runs as it is distilled, and where it is afterwards stored. A good deal of evidence was tendered to me as regards the hardship inflicted by the imposition of this high rate for still licenses, and I have no doubt that the quantity of rum distilled in the island is less than formerly, but the quantity consumed on which duty is paid is considerably larger than it was before the change. The revenue returns show that, notwithstanding the increase in the duty from 2s. 3d. to 3s. a gallon, duty was paid on a larger number of gallons of rum in the 11 months ending 30th November last than in any of the four preceding years over which the return I called for extends. I propose, therefore, no change in the method of dealing with this important item. Nor do I think that I am over-estimating the increase in the annual revenue which may be expected to arise from this salutary change when I place it at 1,000*l.* a year. This will reduce my anticipated deficiency (see p. xxi) from 3,000*l.* to 2,000*l.* a year.

As regards tobacco, the consumption in the island is very great. Almost every man, and every woman also, whom one meets is smoking, and yet the quantity of duty-paid tobacco consumed per head is much less than it is in many of the other West Indian islands. Some tobacco is, no doubt, as I have said, smuggled into Dominica from the French islands, but a large quantity of tobacco gets into consumption in the island without paying duty, through the direct action of the authorities themselves. They allow tobacco to be withdrawn from bond in small quantities, ostensibly for shipment, by canoes and other small craft, to Guadaloupe. From all I can gather little of it goes to this destination, but so far as it does, it evades payment of the French Customs, and for this reason alone the practice should be stopped. But its real destination is the shores of Dominica itself, where it is landed and consumed without payment of duty, although I am informed that it is sold to the consumers at the ordinary price charged for the duty-paid article. I estimate the leakage on this account at about 600*l.*, and unless immediate steps be taken to put an end to the practice described, this leakage will grow larger and larger until scarcely any revenue at all will be derived from the consumption of tobacco. I confidently anticipate, however, an increase of the tobacco revenue of 600*l.* a year if the practice of making these small issues from bond is discontinued.

and and
house tax.
Appendix C.,
p. 26.

As regards direct taxes the most important is the land and house tax. So far back as 1855 a House Tax Act was passed, imposing a tax of 4 per cent. on the annual value of all houses and lots of land in Roseau, in the outlying towns, and on what is known as "The Three Chains," (see p. xii); the nature of this reservation, and the tenure of the residents on this strip of land have been the subject of endless correspondence and litigation, as well as of disturbances in the island in past times. It was brought before me in evidence by some of these residents, that their rights had been interfered with, but the question seemed to me to be one rather of law, than one falling within the scope of my inquiry, and I only refer to "The Three Chains" in this connexion, because the residents on this strip were required to pay a house tax for many years which none of the other inhabitants of the island had to pay, except the dwellers in Roseau and the outlying towns.

Appendix E.,
No. 5.
Appendix C.,
No. 3.

In 1886, a Land and House Tax Act was passed, which repealed the House Tax Act of 1855, and in lieu of it imposed a tax of 10s. per 100*l.* of total net valuation, or $\frac{1}{2}$ per cent., on all lands, and houses and lots in the island. This Bill was opposed by the Elective members of the Assembly who left the House in a body when a motion for adjournment to give time for consideration of this and other measures was negatived by the casting vote of the Governor, and some disturbance took place in consequence. A Valuation Act was passed in 1886, appointing Commissioners of Valuation, and empowering them to assess properties for the purposes of this tax, "from the best means at their command," and "according to the best of their judgment." Holders of property were required to send in returns of the lands and houses in their occupation, and the Valuation Commissioners set about assessing their value from the information given on the returns, from their own knowledge, and from any knowledge that they could gain of the value of the various properties. When it is borne in mind that the assessments numbered over 6,000, many of the properties being situated in parts of the island almost impossible of access, it is not surprising that the work of assessing their value was very imperfectly done. Many persons made no returns, and were not assessed at all, and there were no trustworthy records in existence, either of Crown lands or of private property in the island, to guide the Commissioners in their work. I refer more fully to this matter further on, p. xxxi. Naturally the people became discontented with their valuations, which, to a large extent, were made at hap-hazard, and much friction arose in the

Appendix E.,
No. 11.

collection of the tax. The amount, however, was only $\frac{1}{2}$ per cent., and the rate being so small, although the people grumbled, they paid up fairly well.

In 1888, however, another Land and House Tax Act was passed, which doubled the tax on houses and lots, and quadrupled it on lands, *i.e.*, 1 per cent. was charged on the former, and 2 per cent. on the latter. The duty, however, payable on produce exported, was at the same time abolished. The Elective members did not oppose this raising of the land and house tax, which formed part of a general scheme for revising and increasing the taxation of the island, with the view of meeting the extra cost to be incurred to provide for the interest and sinking fund of a loan to be raised for the construction of roads and bridges. Great hopes were entertained of the benefits to be derived from the expenditure of this money. How far the result fell short of these expectations, I have already described (p. xvii). The Elective members could not, of course, have foreseen this, but had the interests of the great unrepresented part of the community been adequately safeguarded by the Assembly, as I hope they will be in future if my suggestions as to its constitution are adopted (*see* p. xix), it is difficult to imagine that a revision of the revenue could have been made on lines which, while increasing the land tax throughout, relieved the large producers by abolishing the export duty, but gave no corresponding relief to the smaller cultivators who raised very little produce, and, as regards the poorest among them, no produce at all, for export. The pinch was felt when these higher rates came in course of collection, and many people were unable to pay them. The Government meantime, finding that their valuation roll was incomplete, and that many persons had never made any return of their holdings, sent out four officers or clerks to make a complete list of all the properties in the island. In this way the valuation assessment register was somewhat improved, but it is still in a most imperfect condition, (*see* memorandum by Mr. Le Hunte), and the evidence teems with instances of inequality of assessment (*see* particularly the statement handed in by Mr. Rankin). Besides the glaring inequalities therein disclosed, it is clear that the smaller occupiers pay much more in proportion than the occupiers of the larger estates, and this is a matter which demands immediate rectification. Much difference of opinion existed as to the best method of assessment, but I have no hesitation in recommending that an acreage tax, at uniform rates according to the quality of the land, should be the basis of valuation of the land (the houses and lots tax continuing to be assessed on estimated value), as this is the fairest in principle, and, notwithstanding certain difficulties, the easiest of application. An acreage tax would undoubtedly hit those persons very hard who will neither sell nor cultivate their properties; but such persons are a drag upon the prosperity and advancement of the country, and anything which would tend, as this would, to force lands into cultivation could not but be productive of substantial good. It is true that this change could not be effected at once, as it would necessitate many surveys of properties of which no surveys now exist. It will be seen, however, (*see* p. xxxi) when I come to deal with surveys generally, that I propose the immediate appointment of a competent surveyor, who should attend to this duty. Meantime, under the existing method of valuation a serious effort should be made at once to adjust the taxation in the directions indicated above.

Appendix E,
No. 11.

Appendix O,
No. 23.

But to return to the difficulties experienced by the poorer holders in paying this increased taxation. These difficulties mainly arise from absolute inability to pay. The Government had power, under the Land Act of 1888, to sell properties for taxes in arrear, and in 1892 they further strengthened their hands by passing an Act giving themselves power to use force to eject a person refusing to surrender possession after the sale of his property. Things went from bad to worse. Between 1,700 and 1,800 properties were sold to the Government for non-payment of land tax, and about 1,000 of these are at present unredeemed. Twelve evictions were carried out, and seventy-five persons were prosecuted for persistent trespass, and ten of them were committed to prison. Since the La Plaine disturbances, however, the Governor has stopped all ejectments "pending further instructions." Meanwhile the great bulk of the former owners are still in possession of their holdings, but pay no land tax on them as they are no longer the owners. The properties are bought in by the Government for a sum only covering the taxes in arrear and costs. But sometimes a private purchaser steps in and, by a slight advance on the Government bid, buys the property for a nominal price. The Government permit a defaulter whose property has been sold to them to redeem it at any time after the expiration of the period of six months, allowed for this purpose by law; but a private purchaser after the expiration of that time becomes the undisputed owner of the property, and can demand of the original owner, if he desires to re-establish his title,

Appendix C,
No. 24.
Appendix B,
p. 29.

* See extract from a letter from Sir R. G. C. Hamilton printed at the end of this Report, page xxxviii.

as many do, any sum that he, the purchaser, thinks fit. One particularly unsatisfactory case of this sort was brought to my notice, where a clerk in the Provost Marshal's office got another public officer to buy, in the name of his (the clerk's) sister, a property sold in default of payment of land tax for a few shillings, but when the original owner wanted to remain in possession the clerk demanded and received 5*l.* for allowing him to do so.* A private individual who levies blackmail in this way may contend that he is only taking an advantage which the law allows him. But that a public officer, whether as principal or agent, should take such action as I have described is a matter which cannot be too strongly condemned.

In fact it is difficult to conceive any state of matters more fruitful of discontent than that which exists at present in connexion with the collection and enforcement of payment of the land tax. If a Lieut.-Governor is appointed he should at once make it his business to introduce some sort of order into the existing condition of things. But there are certain important steps that ought to be taken at once. I deal with the houses and lots tax, and the land tax separately.

Appendix E.,
o. 12. First, as regards the houses and lots tax; all persons whose valuation does not exceed 20*l.* should be altogether exempted from payment of this tax. This would reduce the total number of assessments from 4,241 to 1,038, thus at once striking off 3,203 contributors whose total contribution, if everyone paid, could only amount to 284*l.* a year, but inasmuch as the great bulk of defaults and exemptions come under this class the actual loss of revenue would not be more than 100*l.* a year.

Appendix E.,
o. 13. Then, as regards the land tax, the rate should be reduced from 2 to 1 per cent. in all cases in which the valuation does not exceed 40*l.*† and all persons with a valuation not exceeding 20*l.* should be relieved altogether of payment of this tax. The result would be that the number of assessments would be reduced from 1,940 to 821, a reduction of 1,119, and 458 would be relieved of one half the tax they now pay, while the possible maximum loss to the revenue would be 373*l.*, and the real loss probably about 200*l.*

Appendix B.,
o. 30. As a corollary of these suggestions all outstanding arrears on properties in the classes I propose to exempt in future should be remitted, and where such properties have been bought by the Government for nonpayment of these taxes they should at once revert to their original owners. The estimated loss of revenue involved in both the house and lot tax and the land tax amounts only to 300*l.* a year, while the cost of collecting these taxes on no less than 4,322 separate assessments twice every year will be saved. I think that this saving alone would nearly amount to 300*l.* a year, but I do not propose that the tax as a whole should yield less than it does at present. An increase to the extent of 300*l.* a year could easily be effected by a revision of the existing valuation, which then would contain the manageable number of 1,859 separate assessments, instead of 6,181 as at present. The larger estates should be valued up to the proportion now paid by the smaller estates, and the glaring anomalies which now exist should be rectified so far as possible, pending the introduction of an acreage tax. One distinct advantage of this great reduction of assessments of persons least able to pay is that it will almost entirely lead to a discontinuance of the wholesale exemptions which now go on. These, no doubt, are exercised with the best intentions, but they are of necessity most unequal in their effect. In my view no greater condemnation can be given to a system of taxation than that passed upon the land tax, as now in operation, by the Governor himself, when he says, in his despatch to the Secretary of State of 29th May last (Parliamentary Paper, No. 280 of 1893, p. 52), that he remitted at one time 3,897 cases of non-payment. It is impossible that the merits of each case in such circumstances can be duly considered, and the struggling honest man gets disheartened in his endeavours to pay when he sees his neighbours, who may be as well off as he, exempted from payment altogether.

But another and the greatest benefit of my recommendations, if they are adopted, will be that they will remove almost all the friction and discontent now occasioned by the incidence and collection of the land tax; and the importance of effecting this result cannot be over-rated. This discontent, moreover, is daily growing. Scarcely one witness appeared before me who did not place it in the fore-front of his grievances. The complaints, particularly of the representatives of the poorer classes, were quite pitiable.

* The Governor, to whom I referred the case, has, I believe, directed the clerk in question to refund the 5*l.*

† If my proposal of substituting an acreage scale for valuation were adopted the same result would be obtained by fixing a limit of acreage to correspond as nearly as possible with my limit of 40*l.* on the present valuation, on which only half rates should be charged, and by relieving all persons of any contribution whose half-yearly payment did not exceed 2*s.*

The following are fair samples of how the case was put forward by the classes I propose in future to exempt largely from payment of the tax:—

(1.) "We live only to pay taxes; everything we have must go towards payment of taxes. If we are unable to pay our land and house tax our little property is sold, and we are turned out of doors. We are told that our property is bought by the Government, but if we return to our premises we will be prosecuted for trespassing. Having nowhere to go with our families, we venture to return, not because we want to disobey the law, but simply because we can do no better. On returning we are brought before a district magistrate for trespassing, we are fined, and having no money to pay we are sent to prison."

Appendix C.
No. 35.

(2.) "It is very hard that we should pay or else be turned out from our houses without having done anything contrary. We are all British subjects, and must have a place to lodge."

Appendix D.,
No. 9.

(3.) "Sir, when the said land tax came into operation what little property we possess was over-valued by the commissioners of taxes, and we paid the first year half per cent. on the said value. Though we found it very hard, we submitted, and paid up. Very recently after, what was our astonishment when we were told that instead of half per cent. we were to pay 2 per cent. In spite of remonstrances we were compelled to pay. As loyal subjects we again submitted, and to the present time we are paying the 2 per cent."

Appendix D.,
No. 2.

(4.) "The amount we have to pay for land tax is really and truly too much. Really your Excellency we are unable to pay it. If the land tax is not to be abolished then try your best for us to put it lower. We know we have to pay taxes to support the Government, but still the taxes we pay are bearing us down, and it is a wonder that we can live."

Appendix D.,
No. 3.

(5.) "That the land and house tax on our small holdings is iniquitous, inasmuch as we, the small landowners, are made to pay more than the rich man or the large landed proprietors, as can be instanced in viewing the registration books of this parish kept by the Government officer for the purpose of collecting the taxes. The rich man's land is valued at about 5s. 6d., when ours, the small landowners', is not less than 5l. We want with as little delay as possible, a reduction and readjustment of the land tax, which, as at present worked, is a grievous burden to us, the small proprietors, and in consequence needs the immediate attention of the Government."

Appendix D.,
No. 10.

Besides it must not be forgotten that, although my instructions from the Secretary of State relieved me from inquiring into the circumstances of the deplorable occurrence at La Plaine in April 1893, when four men were killed and two women were wounded, it is matter of history that these disturbances occurred in connexion with the collection of this tax from a man whose original default was for 2s. (Parliamentary Paper, No. 280, of 1893, p. 6.)

The ignorance on the part of the poorer classes of the provisions of the Land Tax Act, or of any law or laws which may be passed affecting their persons or interests, is another fertile source of discontent. The utmost pains should be taken to keep them informed of such matters in the same way that I have proposed that they should be instructed in reference to the cultivation of their holdings, p. xv. I have a shrewd suspicion that they did not at the time of the La Plaine occurrence, nor do many of them now, comprehend the difference in the modes of procedure in enforcing payment of the land tax and of the land tax respectively, and in the penalties attaching to non-compliance with the provisions of these Acts. They cannot understand why, if they are defaulters under the land tax, they are not brought before a magistrate, and why some of them are selected for ejectment with their families from their holdings or prosecuted for trespass, while others are not, and they think that they are being arbitrarily and illegally dealt with. Besides, cases came under my notice, which I referred to the Executive to deal with, of men anxious to redeem their holdings which had been bought by the Government for non-payment of land tax, who were quite unaware that they would be allowed to do so on repayment of the taxes in arrear with costs, even although the period of six months prescribed in the Act for this purpose had expired. Even if all my recommendations respecting the land tax be adopted, the administration on the spot will find it a matter requiring all their attention to make matters run smoothly in the collection of this tax.

The next direct tax in order of importance is the road tax, which is put down in the estimates of 1893 as yielding a revenue of 2,000l. a year. This tax, with many modifications in its incidence, has been in force since 1856. Residents in the town of Roseau are exempted from payment of it, as well as all ministers of religion, nuns, and

Road tax.

police officers. It is payable both by males and females, and is leviable either on the basis of income, under which all members of every family contribute who come within the prescribed limits of age, or on the basis of the value of any lands or houses occupied, whichever may yield the larger contribution, as follows, viz.,—

(1.) Contribution based on income and payable by males between the ages of 16 and 60, and by females between the ages of 16 and 50 years of age.

Having an income under 25*l.* a year. Males 6*s.* a year or 12 days' labour.

Ditto ditto Females 3*s.* „ 6 „

Incomes between 25*l.* and 50*l.* a year. 7*s.* 6*d.* a year or 15 days' labour.

„ 50*l.* and 100*l.* „ 10*s.* „ 20 „

„ 100*l.* and 150*l.* „ 15*s.* „

„ 150*l.* and 300*l.* „ 20*s.* „

Incomes over 300*l.* a year. 40*s.* „

(2.) Contribution based on valuation of houses or lands in occupation payable without any limits of age.

If the value be less than 50*l.*, 3*s.* a year.

„ between 50*l.* and 100*l.*, 5*s.* a year.

„ „ 100*l.* and 200*l.*, 10*s.* a year.

„ upwards of 200*l.*, 20*s.* a year.

There is much grumbling at this tax, and the number of people prosecuted for the non-payment of it during the past few years has been very great. I am happy, however, to say the returns show that this number is steadily decreasing. I append a memorandum on the subject, prepared for me by Mr. Le Hunte, which gives full particulars as regards the incidence and method of collection of the tax. I should have been glad if I could have seen my way to recommend the abolition of this tax altogether, or the substitution for it of some other item of taxation, for to some extent it partakes of the nature of a poll tax, and therefore necessarily falls heaviest on the poorest classes. But in the present state of the revenue of the island either course is an impossible one. There are certain improvements, however, which could readily be made in the incidence and the method of collection of this tax which would go far to remove much of the discontent that now exists with respect to it. I place in parallel columns the grievances which were brought before me by almost every one of the poorer classes who gave evidence, with my recommendations for alleviating them:—

Grievances.	Suggestions.
(1.) That although persons of 60 years of age and over are exempted under the income qualification from payment of this tax, yet if they are either owners or occupiers of lands or houses, they have to pay under the property qualification as long as they live, no matter how low the valuation may be. By some witnesses it was further urged that the poorer man paid a much higher rate in proportion to the maintenance of the roads than his richer neighbour.	(1.) I suggest that where the valuation is under 50<i>l.</i>* no road tax should be levied, and that all existing arrears arising in this class should be remitted. It is under this lowest property qualification that the great bulk of the people who contributed under the lowest income qualification are caught, after they have reached 60 years of age. This exemption would reduce the total number of assessments under the property qualification from 850 to 248, with a possible maximum loss to the revenue of 90<i>l.</i> The real loss, however, would by no means reach this figure, for a large number of remissions have now to be made in this class. This exemption, moreover, would obviate the necessity of collecting 1<i>s.</i> 6<i>d.</i> twice a year from no less than 602 persons, at a cost which, taking into account prosecutions for non-payment, must more than swallow up the revenue received from them, and would get rid of much friction and discontent. I do not propose, however, that the total revenue derivable from the road tax should be diminished. For by slightly raising the contributions now paid by persons with incomes of 50<i>l.</i> and over, and by persons with property valued at 100<i>l.</i> and over, I fully anticipate that the total revenue will be rather increased than diminished. These persons contribute at present far less in proportion to this tax than the poorest classes are required to do.

* The reason why I fix the limit of exemption at 50*l.* valuation in the road tax, while in the land and house tax I propose 20*l.* as the limit for exemption, is that in the case of the road tax the rate charged up to 50*l.* is only 3*s.* a year, payable in two half-yearly instalments. The smallness of the individual amounts makes them not worth collecting, and I am not prepared to recommend that any increase should be made in this class, as the great bulk of those who come under it are old people who have paid high rates under the income qualification up to their 60th year of age.

Grievances.

Suggestions.

My proposals as regards payments for road tax are as follows :

	Increase.	Decrease.
(1.) INCOME QUALIFICATION.		
25 <i>l.</i> to 50 <i>l.</i> , now 7 <i>s.</i> 6 <i>d.</i> , to be raised to 10 <i>s.</i>	9	—
50 <i>l.</i> to 100 <i>l.</i> , now 10 <i>s.</i> , to be raised to 20 <i>s.</i>	9	—
100 <i>l.</i> to 150 <i>l.</i> , now 15 <i>s.</i> , to be raised to 30 <i>s.</i>	6	—
150 <i>l.</i> to 300 <i>l.</i> , now 20 <i>s.</i> , to be raised to 40 <i>s.</i>	2	—
Over 300 <i>l.</i> , now 40 <i>s.</i> , to be raised to 60 <i>s.</i>	—	—
(2.) PROPERTY QUALIFICATION.		
Under 50 <i>l.</i> , now 3 <i>s.</i> to be struck off	—	90
50 <i>l.</i> to 100 <i>l.</i> , now 5 <i>s.</i> to remain the same	—	—
100 <i>l.</i> to 200 <i>l.</i> , now 10 <i>s.</i> , to be raised to 15 <i>s.</i>	17	—
200 <i>l.</i> to 500 <i>l.</i> , now 20 <i>s.</i> , to be raised to 30 <i>s.</i>	19	—
500 <i>l.</i> to 1,000 <i>l.</i> , now 20 <i>s.</i> , to be raised to 40 <i>s.</i>	20	—
Over 1,000 <i>l.</i> , now 20 <i>s.</i> , to be raised to 60 <i>s.</i>	22	—
	104	90

At present, if a man owns more than one property he only pays road tax under the property qualification for one of those properties if they happen to be situated in the same parish. There is no fairness in this exemption. He should be required to pay for each of his properties, wherever situated. This would lead to some slight increase in the revenue beyond the amount I have estimated above.

(2.) That pressure is brought to bear on contributors to pay in money rather than in labour, and that if a man is unable to pay the tax of 6*s.* a year in money, he is required to work 12 days in lieu of such payment, his labour thus being reckoned as only worth 6*d.* a day.

(3.) That the persons who are unable to pay, and cannot give labour instead on account of bodily infirmity, are subjected to much inconvenience and difficulty in proving a case for exemption. That very old people who have been exempted from working on the ground of great age, are not exempted on that ground once for all, but have to come up every half-year before the magistrate as long as they live.

(4.) That the first intimation that young people on reaching the age of 16 have, that they have come on the lists as contributors to the tax, either in money or in labour, is by a summons taken out against them by the Government officer of the district, and they have difficulty in proving their real ages to the satisfaction of the Government officer.

(5.) That the money raised by the road tax is not all expended on the roads, that while all districts have to contribute equally to this tax they do not share equally in the expenditure, and that when roads are being repaired in a district very often gangers are brought in from other districts to superintend the labour.

(2.) A man should be allowed freely to exercise the option given to him under the Act to pay the tax in money or to give labour in lieu of it, but I think 12 days' work in such cases is excessive. If a woman is unable to pay her cash contribution of 3*s.* a year, she is required to give six days' work. Her labour is thus reckoned at the same daily value as that of a man. I am of opinion that substantial justice would be done if in such a case the man was required to work for 8 instead of 12 days; nor do I think that this suggestion, if adopted, would lead to much loss, if any, in the amount of actual work now given by statute labourers.

(3.) Greater leniency should be shown in such cases, and it should be the rule that a certificate of the priest of the parish should be accepted as evidence of infirmity,* while a person once excused on the ground of age should be struck off the list altogether.† Particular care should be taken with regard to women that they should not be required to labour when about to become mothers. When the revenues of the island will admit of women being altogether relieved from contributing to this tax, this should be done.

(4.) This should be done by notice, not by summons, and the Government officer should be instructed to accept as sufficient evidence of the age of these young people the certificate of the priest of the parish in which they reside.

(5.) The money raised by this tax should be expended on the roads, and there should be an attempt made to distribute the work equally, so far as it is possible, throughout the various districts; and where capable men for the duties of ganger exist in a district they should be employed in preference to men selected from other districts.

* In Mr. Le Hunte's memorandum, Appendix C., No. 26, he states that a certificate from a minister of religion is now accepted in such cases, but from the evidence it appears that this is not known, as it was a common cause of complaint that a fee of 2*s.* had to be paid to a doctor for his certificate before exemption would be allowed; and further a priest complained, Appendix D., No. 22, that the priest's certificates are "almost always contested and refused"; while Mr. Lauder, Appendix B., p. 30, states that a certificate of sickness must be signed by a doctor.

† At present this is a power which only the Governor can exercise. It ought to be exercisable by the magistrates.

The road tax, as I have said, is not payable within the limits of the town of Roseau, as each town resident is supposed to keep the roads in order in front of his house. This is very imperfectly done, and there can be no question that a municipality for the town should be created, and that the inhabitants should pay a rate to keep it in order, and elect a Board to manage their affairs. Moreover, such a rate would have the salutary effect of putting a stop to the influx of large numbers of labourers on estates in the neighbourhood of Roseau who now flock into the town to avoid payment of Road tax to their own inconvenience, the inconvenience of their employers, and of the town itself, which is in no way benefited by their residence in it.

Appendix B,
p. 30.

come tax.

Appendix E,
p. 15.

The next tax to which I directed my attention is the income tax, which is payable at the rate of $2\frac{1}{2}$ per cent. per annum on incomes of 50*l.* to 100*l.*, and $3\frac{1}{2}$ per cent. on incomes exceeding 100*l.* This tax is greatly objected to by the Government officials, who at present contribute the greater portion of the revenue derived from it. But people who derive their income from land pay land tax, and those who derive their income from trade pay trade licenses, both of which may be regarded as taxes on their incomes, and I do not see why public servants should be relieved of any tax upon theirs. The total yield of this tax is only about 400*l.* Its smallness is due principally, (1) to proprietors of estates being allowed to reckon the land tax they pay as so much income tax, and (2) to merchants and traders being allowed similarly to treat the sums they pay for trade licenses. If the land tax is fairly re-assessed on an acreage value, as I have proposed, I see no objection to this arrangement, so far as the former are concerned. But, as regards the merchants and traders, it would be better for the revenue that their incomes should be assessed in the ordinary way. There would, however, be difficulty in doing this in a small place like Roseau, and in requiring merchants and traders to disclose the particulars of their businesses to an Assessment Committee, of which most probably some of their rivals in business would be members. But as the largest sum any merchant or trader pays now in direct taxation is only 12*l.* a year for the highest class of trade license, which represents an income tax at the rate of $3\frac{1}{2}$ per cent. on an annual income of 342*l.*, it is clear that he does not pay his fair share, and that in some direction or other he should be required to increase his contribution to the revenue of the country. The easiest way to accomplish this object would, in my opinion, be to raise the rates paid for the higher class of trade licenses. I am not prepared to specify the rates which should be charged, but bearing in mind that at the present time a still license costs 25*l.* a year, and a publican's license in Roseau 14*l.*, it seems most inadequate that the highest rate of trade license for men through whose hands the bulk of the business of the country passes should only be 12*l.* a year.

Then, again, many managers and overseers of estates escape any payment of income tax by stating that their incomes fall below 50*l.* a year. This is an incredibly small remuneration to be paid for their services, and the Assessment Commissioners should take the matter into their own hands, and assess them at a reasonable sum, and only exempt them on the production of distinct evidence that their income from all sources does not amount to 50*l.* a year. If this be done, and the trade licenses be revised as I suggest, I anticipate that the revenue will benefit to the extent of at least 100*l.* a year.

Boat
licenses.

Boat licenses are issued at the rate of 5*d.* per foot for every foot in length over all. The average length of a canoe is about 20 feet. The average boat license, therefore, costs 8*s.* 4*d.* The annual revenue derived from these licenses is only 185*l.* a year, on about 450 boats, of which about 300 belong to the Leeward, and 150 to the Windward, side of the island. It was urged as a grievance by almost every witness whom I examined on the Windward side of the island, that this tax presses heavily on them, as compared with the people on the Leeward side, inasmuch as they cannot use their boats for more than six months in every year, from the surf occasioned by the trade winds, while people on the Leeward side can use theirs all the year round. I think there is much force in this contention, and I therefore propose that boats belonging to owners resident on the Windward side of the island and in use by them should be charged at the rate of 2*d.*, instead of 5*d.*, a foot, without any minimum limit. This reduction on 150 boats would lead to a loss of revenue under this head of from 30*l.* to 40*l.* a year.

Horse
licenses.

The only other item of revenue on which I have any remarks to make is the horse license, the amount realized by which is about 160*l.* a year. Many of the people who appeared before me advocated the abolition of this tax on various grounds, none of which, however, appeared to me to be of much weight; and in the present condition of the revenues of the country, I am not prepared to recommend its discontinuance.

Free licenses are at present granted where the person keeping the horse certifies that it is not kept for riding, and will not be ridden. It was urged by several witnesses that this exemption is abused by persons well able to pay the tax, and I think it is unnecessary, and should be discontinued. The breed of horses in Dominica is by no means so good as it might be, owing to the fact that no care is taken in having good sires, and I propose, not as a source of revenue, but as a means of improving the breed, that a tax of 5*l.* a year should be imposed on all stallions.

I have now gone through all the main items of the revenue of Dominica, and the financial effect of the proposals I have made is as follows:—

Summary proposals regards revenue.

	Increase.	Decrease.
	£	£
1) Requiring traders who purchase and export produce to take out licenses.	100	—
(2) Revision of the tariff on articles imported	500	—
(3) Stopping issue of tobacco from bond in small quantities, ostensibly for shipment to the French islands.	600	—
(4) Relieving poor persons from payment of house and lot tax	—	100
Do. do. do. land tax	—	200
(5) Re-assessment of valuation of land tax	300	—
(6) Relieving poor persons from payment of road tax	—	90
(7) Re-assessing valuation for road tax on higher classes	90*	—
(8) Revising trade licenses	100	—
(9) Reducing boat licenses on Windward coast	—	35
Total	1,690	425
	Net Increase, 1,265 <i>l.</i>	

The net result of all these recommendations is an increase of revenue of 1,265*l.*, but, as I have pointed out, the annual deficiency of the island is 3,000*l.*, which I anticipate will be reduced to 2,000*l.* by the method recently introduced of dealing with the prevention of smuggling in rum. There remains therefore a sum of 735*l.* still to be provided before equilibrium can be restored in the finances.

As regards the expenditure of the island, one item will be largely modified and considerably reduced if my recommendation as to the withdrawal of Dominica from the Leeward Islands Federation be approved. The substitution of a Lieut.-Governor for the Commissioner will involve an increase of salary of 500*l.* a year; but, inasmuch as the Governor of the Leeward Islands, who now receives a salary of 3,000*l.* a year from the Imperial Exchequer, will be relieved of the local administration of Dominica, it would be only reasonable that his salary should be reduced to 2,500*l.* and that the 500*l.* thus set free should be appropriated to make good the difference between the salary now paid by Dominica to her Commissioner, and the salary she will have to pay to her Lieut.-Governor. Other new charges will have to be met to provide for certain services now rendered to Dominica by federal officers, but the net result will be a saving, which I estimate will amount immediately to 500*l.* a year, and to at least 1,000*l.* a year, so soon as the arrangements necessary for terminating the federal connexion are completed. The present arrangements with respect to the judicial service should be continued. As regards the general expenditure in Dominica there are several directions in which an able and competent administrator resident in the island, and possessing the necessary authority might effect reductions as well as promote efficiency, such particularly as in poor relief, by the exercise of a more careful supervision over admittances to the Poor House. Such economies, however, would necessarily take some time to effect, and I do not think it would be wise to insert in my estimate any particular sum as representing the financial effect which such economies might produce. I consider it safer to regard them as a set-off against an increase in the expenditure for education, which is inevitable. But there is one item of expenditure of which the general revenue of the island should be at once relieved. I refer to the cost of cleaning and lighting the town of Roseau, and of repairing the streets. This item amounts to about 500*l.* a year, and it should be provided by a rate to be levied on the residents of Roseau by a Town Board, of which I have already recommended the formation (p. xxviii).

Expenditure

* The exact figure of my estimate, see p. xxvii, is 101*l.*, but I have thought it sufficient to enter the amount here as 90*l.*, thereby simply cancelling the increase of a like amount of expenditure entered in No. (6) of Summary.

Appendix p. 22.

My recommendations then, as regards expenditure, will lead to an immediate reduction of 1,000*l.* a year, and, as regards income, to an increase of 1,265*l.* a year, making a total of 2,265*l.* to meet an estimated deficiency of 2,000*l.* a year. I hope and believe that this modest surplus of 265*l.* will be realised, and that as the productions of the island increase, as they must do when the limes, cocoa, and coffee recently planted and now being planted come into full bearing, the revenue will show a progressive improvement. But any surplus arising for some time to come should not be devoted to reducing taxation, but to improving means of communication.

Further
expenditure
to be under-
taken when
state of
finances
admits.

The first requirement, when the island is able to afford it, is to obtain the services of a steamer, for an annual subsidy, to ply round the island, and to bring its produce to market. This would, I think, be possible so soon as the existing federal arrangements are adjusted. The establishment of such a steamer would be of incalculable benefit, in my view, to Dominica, and might be made the means of developing a large legitimate trade with the neighbouring French islands, while it would be a powerful auxiliary in preventing the illicit traffic with them which now takes place. This illicit traffic is the natural growth of circumstances. (1.) The prices obtainable in the French islands for such produce as the Dominicans have to sell are higher than those ruling in Roseau. (2.) These prices may, as regards dutiable articles, be with ease still further increased by evading the payment of the French customs duties in one direction and the English customs duties in the other. (3.) The prevailing direction of the Trade winds makes communication between many parts of Dominica and the French islands easier and quicker than with Roseau. The more stringent precautions recently taken to prevent smuggling have practically put an end to such legitimate traffic as was carried on in combination with the contraband traffic, and this legitimate traffic could not only be revived but developed by a coasting steamer running at frequent intervals between the islands. The next requirement is the construction of certain bridges for which the ironwork is now in the island, and of a road from Layou to Pegoua, which would afford a better means of communication than now exists between the two sides of it, and would open up the magnificent and extensive district called the Layou Flats, now covered with virgin forest, and thus attract settlement and bring capital into Dominica. This latter requirement would, of course, involve the raising of a further loan, but this should not be entered upon until the growth of the revenue justifies the Legislature in incurring the extra annual expenditure which it would involve.

Civil Service. It was urged by some witnesses who gave evidence before me that the Civil Service of the island was in an unsatisfactory state owing to the posts in it being filled by patronage, and to the want of adequate recognition of merit by promotion from the lower to the higher appointments. Upon this point I have only to observe that people sometimes seem to forget that the main object to aim at is to have a thoroughly efficient service, and that all other considerations are distinctly subordinate. The Civil Service in Dominica is a small one, only numbering 35 members all told. So far as entry to the junior posts is concerned, I think that it should be regulated by open competition, but with so limited a selection for promotion as exists in it efficiency demands that selection for the higher posts should not be restricted to the occupants of the lower posts. Under competent administration there is little fear of a really good man in the service being passed over and his merits ignored. I append a nominal list of the civil servants and of the magistrates, giving particulars respecting each. From these returns it will be observed (1) as rather a curious circumstance, that in a country in which 90 per cent. of the people are Roman Catholic the service should be almost wholly composed of Protestants, and (2) that the antecedents of the magistrates are not such as would necessarily qualify them for the performance of magisterial duties. Not one word was said against these gentlemen individually, but I think it is matter for careful consideration whether the whole of the judicial and magisterial service of all the West Indian Islands should not be treated as one service. It appears to me that the prospects which a well-graded service for the performance of these duties would offer would attract a legally qualified body of men to fill all such posts in the islands with advantage to the administration of justice.

Appendix E.,
Nos. 16, 17.

Judicial and
magisterial.

Education. Many defects and shortcomings in the administration were brought under my notice during my inquiry. In the matter of education, for instance, it was urged that the

* Much of this trade would be in "provisions," and if the demand for these were increased it would indirectly help the extension of the cultivation of cocoa and coffee, as these plants in their early stages, before they yield a return, require shelter, which is best afforded by growing them under the shade of plantains and bananas.

payment of school fees was inconsistent with compulsory education, and that more schools were required in certain districts. These are matters, of course, for the House of Assembly and the Lieut.-Governor to deal with. There was one point, however, that struck me very much in my inquiry; that is the intense desire that exists among the people for the spread of education. In the Carib quarter of the island which I visited it was the burden of complaint of these interesting people, who turned out in great numbers to receive me, "We have no school and our children are growing up without being able to read and write." Much has been done by the present Governor in the direction of spreading education. He has introduced compulsory education throughout the island, and has established a school for higher education in Roseau, which is doing good work; and the expenditure for education must continue to grow in amount. It is of even more importance that education should be extended in Dominica than in other places where English is the language of the people. For, as I have said before (*see* p. xiv), the French patois which the people speak is a great barrier to their progress and advancement, and this can only be effectually surmounted by teaching the rising generation to speak English. Beneficial results would further arise from the establishment of an agricultural school, and the introduction of agricultural teaching in the elementary schools. In this branch also of the public service it is curious to observe that, with a school population almost wholly Roman Catholic, nearly all the schoolmasters are Protestant. This should certainly be rectified, and no doubt it would be rectified if the island were, as I propose it should be, administered more than it is at present in accordance with the views of its inhabitants, and were relieved of the necessity which now exists of conforming to conditions, which, although suitable for other islands of the group, are unsuitable for Dominica.

Appendix B.
p. 41.

The administration of the police was also brought under my notice, and the fact that many of them do not understand the patois, was urged as a reason for their comparative inefficiency in preventing and detecting crime. It was further stated that Dominicans would not join the force, which is now a federal one, on account of the unpopularity of the present Inspector. Such matters, however, can only be dealt with efficiently by the administration on the spot.

Police.

Then, again, the inspection of weights and measures causes much grumbling and annoyance. The people complained that they had to pay fees twice a year for each inspection of their weights and measures after they were found to be correct, whether they had been compared and stamped before or not, and that in many cases they had to take their weights and measures long distances to have them verified. I append a Memorandum on this subject by Mr. Le Hunte, which shows that some improvement has been effected in this respect, but that a Federal Act is necessary before the number of inspectors can be increased, as the present Federal Act empowers the Governor to appoint only one inspector for each presidency. This is an instance of how a measure which may be suitable in one island of the Federation may be unworkable without causing serious hardship in another. One inspector may be sufficient for Antigua, which is a small island with easy means of communication, but in Dominica one inspector cannot do the work without requiring the people to bring their weights and measures to him from long distances. It is almost impossible to conceive a difficulty of this sort arising if the island were governed as I propose it should be in future.

Weights and measures.

Appendix E.
No. 18.

The medical service also, as at present administered, creates considerable friction and discontent, but this service also would present no serious difficulty if it were earnestly taken in hand. I do not think the island can at present afford to pay more than it does for this service, but it might easily get much more value for its expenditure than it does now.

Medical service.

The most unsatisfactory piece of administration, however, which was brought to my notice was that connected with Crown lands and surveys. It is, in fact, in a state of chaos, as is shown by the memoranda on the subject by Mr. Le Hunte. There is no proper and complete record of Crown lands, nor of private estates in the island. The Government have no means of knowing whether the lands on which many persons are living are their own private property, or whether they are the property of the Crown. The late Surveyor-General had not attended properly to his work for several years, owing partly to being employed as an engineer in other work, often in other islands of the group, and partly to failing health, with the result that the bulk of the people requiring surveys during the last four or five years have been unable to get

Crown lands and surveys.
Appendix E.
No. 19.

them. In November, 1892, a resolution was brought forward in the Legislative Assembly, calling attention to the great loss arising to owners of property from the impossibility of getting surveys of land made, and urging the necessity of appointing some surveyor or surveyors who could act independently of the Surveyor-General. But this resolution was withdrawn, for reasons not stated in the minutes. Early in 1893 the Surveyor-General died, but no surveyor has been appointed in his place, and the whole work is absolutely at a standstill. No grants of Crown lands can be issued, and private persons are unable to sell their properties, or to obtain any settlement of land disputes arising among them. To such a pitch have matters arrived that, when questions of title come before the Supreme Court, the judge, in granting certificates, orders an endorsement on them to the effect that they are "not conclusive as to extent or boundaries."

Meantime, the revenue suffers. It is customary for testators in Dominica to devise their real estate to their children in individual shares or interests, thereby creating a joint occupancy. This leads to disputes, which can only be settled by a division of the estate so that each can obtain a separate title to his part of it. But this cannot be done without a survey determining the boundaries. There are many such unsettled cases, where each would pay his own share if he knew what it was, but he naturally objects to pay for the others. The result is, that the land is sold for nonpayment of the tax, and no one pays land tax on it.

There is no department for looking after Crown lands. All applications and communications respecting them go to Antigua, and so far as I can gather, no action results. The Crown lands funds are overdrawn to the extent of between 500*l.* and 600*l.*, and this overdrawn balance forms a not very satisfactory asset in the balance sheet of the island. A properly qualified surveyor should at once be appointed. This will involve no increased expenditure as this officer will be paid by fees, and the serious attention of the new Lieutenant-Governor, if one is appointed as I suggest (*see p. xviii*), should be directed to introduce some sort of order into this important matter of administration, the state of which at present is causing extreme inconvenience, irritation, and discontent in Dominica.

Several witnesses strongly recommended that small grants of crown lands should be issued either free of charge, or free of charge until such times as the crops planted would yield some return. This is a matter which will require grave consideration. Everything should be done to increase the production of the island, and settlement on Crown lands should be helped forward in every possible way. But much of the future prosperity of the island will depend upon this being done in a judicious manner. The whole matter is in abeyance now, owing to there being no surveyor in the island; but as soon as one is appointed the whole question of Crown lands should receive the careful attention of the Legislature and the Lieut.-Governor. Meantime, while the people should be made clearly to understand that no trespass on these lands will be permitted, authority should be given gratuitously, or for a small consideration, in all cases in which it can be granted without injury to the land, to applicants for permission to cut down timber for house building and canoe making or small trees for firewood, and making charcoal.

It was strongly urged by many witnesses, whose evidence is deserving of serious consideration, that something in the nature of a *Crédit foncier* should be instituted in Dominica to supply the small proprietors with capital for the cultivation of their holdings, especially with the view of extending the cultivation of cocoa, coffee, and lime. Mr. Davies, who materially assisted me in my inquiry, was one of these witnesses; but I regret that I am unable to agree in the suggestion. Such a system could not be undertaken unless the Government guaranteed the *Crédit foncier*, and if anything is to be done in the direction of Government aid to small cultivators, I think it had much better be done directly by the Government having a control over the details of the administration of some such plan as that adopted in Ireland. With a House of Assembly constituted as I have suggested, the matter might fairly be left to them, and if they see their way to frame a workable scheme it should be introduced and given a fair trial, so soon as the finances of the island will justify the raising of a moderate loan for the purpose. Such a scheme, if properly worked, should not occasion any expense to the island after the first two or three years.

Many witnesses referred to what is known as the Metayer system of cultivation under which estate owners employ people to plant cocoa, coffee, &c. on their land, allowing them in return to raise "provisions" from the ground for their own use until the trees are in full bearing, and afterwards either continuing the tenancy on the basis of receiving half the proceeds, or terminating the arrangement by paying a compensation calculated upon the value of the trees.

the estimated value of the trees planted. Some of these arrangements are under written agreement but the majority are not. Such cases give rise to endless disputes and litigation, and owing to the faulty provisions of the law, and to the ignorance of the tenantry as to the small amount of protection it does afford them, there are no doubt many cases in which they are dispossessed without any compensation at all. I append one such case which came before me, with a minute of the Commissioner upon it. The law should be amended so that the tenants should receive compensation before they are required to give up possession. Appendix No. 1.

Some representatives of artizans who appeared before me, strongly protested against artizans from other islands being imported into Dominica to carry out public works, while there was an adequate supply of competent workmen in the island. I am unable to say whether this allegation is well founded, but the matter is one which must rest in the hands of the administration for the time being, and no competent administrator would ever be so foolish as to have recourse to employment from outside if he could obtain equally good labour from among the tax-payers in the island. Artizans. Appendix B. p. 31.

Then, again, it was urged by many witnesses that the taxes were collected at inconvenient times of the year. This also is a matter for determination by the administration on the spot. Some improvement in this respect would appear to be possible—see memorandum of the dates on which the various taxes now fall due. Times when taxes fall due. Appendix E. No. 20.

The shortcomings of the administration which came under my observation are in my opinion almost wholly due to the system under which all the authority and control of the public business of Dominica is centred in Antigua, with which there is communication only once a week, and the experience of my stay in Dominica shows me that even weekly communication is not always to be depended upon. In my view, under such a system, successful administration is an impossibility. A complicated administrative machine cannot run smoothly without the constant presence of a controlling hand. Besides, what the machinery of Dominica has to accomplish differs widely in its detail, as I have explained (see p. xxiii), from what is required in the other islands with which it is federated, and the occasional presence of its director is of but little use. An able administrator always on the spot would find that the task of administering the affairs of Dominica would require all his energy and skill, even if he enjoyed, as I believe such a man would, the fullest co-operation of the Legislative Assembly. I have confidence that all will go well if such an officer is appointed, and the Legislative Assembly is constituted as I suggest. Without these important and fundamental changes, I see little hope of any really substantial improvement being effected in the condition of the island and its inhabitants. System mainly responsible for defects in administration.

The island is undoubtedly in a backward state due to causes I have attempted to describe, but with good government I believe there is a great future in store for Dominica. Her productions, even with her present population, are capable of being increased four-fold, and I see no reason why, with her exceptional advantages, her prosperity should not in time exceed that of any of the other West Indian Islands. Her people are undoubtedly discontented now, owing mainly to their poverty, which arises from want of employment and from ignorance of what they should cultivate on their small holdings; to their being governed without sufficient regard being paid to their local needs and views; to the heavy taxation (especially the land and house tax and the road tax) on the poorer classes; to the heavy expenditure on public works, for which there is little to show; and to remediable defects in administration. Poverty and discontent have, no doubt, encouraged the emigration from Dominica which has been going on for some time, and has led to the population being less now than it was at the time of the census of 1881. But emigration is by no means solely due to these causes. The attractions of the Gold Fields of South America have induced many of the more enterprising of the young men to try their fortune at the mines. Some of these have done well, but I have it in evidence that many of them would only be too glad, if they were able, to return to Dominica. Main causes of discontent. Appendix I. No. 43.

The recommendations I have made, which I summarise hereafter, will, I hope and believe, go far to improve the condition of the island. Her people are loyal. One witness, it is true, Mr. A. R. Lockhart, whose views are entitled to consideration, stated in his evidence that the island would be more contented under French rule, but he was practically alone in this view, and from all the information I was able to gather during Inhabitant loyal and law-abiding. Appendix I. p. 9.

my inquiry, from the spirit of loyalty which breathes in all the petitions and addresses I have received, and from my own observation, I am of opinion that, although the discontent of the people may have led some of them, in moments of excitement, to say that they would rather be joined to the United States or to France than to England, there are no more loyal subjects of Your Majesty than the inhabitants of Dominica. They are also in the main law-abiding, though excitable and easily roused, and with good government will become prosperous and contented.

Attractions
for settlers.

There is room in Dominica for four or five times its present population. But as its own inhabitants advance in prosperity both settlement and population will be attracted from outside its borders, and I should hope that not only will emigration be checked, but that many of the emigrants from the island to South America and other places will find their way back. Even now, however, with all the drawbacks arising from imperfect means of communication, Dominica offers a fine field for any young man of energy with a little capital at his back. There is plenty of land he could get, and if he settled on the Leeward side of the island, near the sea, he would be practically independent of land carriage, for the conveyance of his produce by water carriage would always be available. I do not believe, anyhow for some time to come, that he would find any difficulty in getting as much labour as he required. He would find himself in a healthy climate at only a fortnight's distance from England, and among friendly neighbours. A few settlers of the right kind, moreover would be of great benefit to the island itself. I append some "Notes for the information of intending settlers in Dominica," drawn up some time ago by Mr. Le Hunte. I am not so sanguine as Mr. Le Hunte is as regards the profits to be derived from the trade in bananas and pines. His memorandum was written at a time when the Governor was endeavouring to open up a trade in fruit by getting steamers specially to call for it, but this project was not very successful, although I think that in process of time a trade in fresh fruit will be developed from Dominica. I believe, however, it would pay well to grow both tea and tobacco in the island, but these cultivations have never yet been carried beyond the experimental stage. I believe also that there is a fair opening for the establishment of farms for stock raising, which would pay well, and for developing the timber industry in the many excellent woods which abound in Dominica.

Appendix E,
No. 21.

Future
prospects.

There is no royal road to increasing the wealth and prosperity of the island. This can only come from an increased production in it of articles for which there is a constant demand. A beginning in this direction is already observable, and when once the corner has been fairly turned the increase will go on at an accelerated pace. With an increase of production the revenue will increase, and means will become available for improving and extending the means of communication throughout the island. The people are not wanting in energy and resource, and they will have to exercise both, in the present condition of the island, in getting their produce to market. But what disheartens them is that they have no sale for the only produce which many of them now grow, viz., "provisions" (see p. xiii); and "provisions," besides, are bulky and difficult of carriage. With their little holdings, however, stocked with cocoa, coffee, and limes, for all of which there is a constant demand, they will get their produce to market somehow. For the next few years their difficulties in this respect will in some cases be very great, but not greater than they were in the days of the island's prosperity, when roads were no better than they are now. Improvements, however, in means of communication will come as the island can afford to pay for them, and the people will have confidence in the speedy advent of better times when they know that they have got a Legislative Assembly with power to deal with their taxation and public expenditure, and which is fairly representative of their wants and views. I speak from personal knowledge when I say that the materials for such an Assembly exist in Dominica. I have given my reasons for not making it wholly elective at the present time, but the object of my recommendations is to make it representative in the most comprehensive sense. My recommendations, if adopted, will involve increased taxation on some of the higher classes in the island, but I feel convinced that they appreciate the absolute necessity that exists for putting the administration on a sound and satisfactory basis and that they will be prepared to submit to any sacrifice which this object necessitates. My knowledge of the present Elective members, and of the residents from among whom the elected and nominated members would be selected, satisfies me that the destinies of the island would be safe in their hands, and that an Assembly constituted on the lines I have indicated

would devote their best energies to the advancement of its interests; and that they would hail the advent among them of any really able and honest administrator to whom the high and important duties of Lieut.-Governor of the island might be entrusted.

My recommendations may be summed up briefly as follows :—

- (1.) Dominica should be withdrawn from the Leeward Islands Federation, and be placed under a Lieutenant-Governor. Economy and efficiency of administration can only be secured by the constant attention and supervision of an officer of authority resident in the island.
- (2.) The salary of the Governor of the Leeward Islands provided by the Imperial Exchequer should be reduced by 500*l.* a year, which amount should be paid to the Lieutenant-Governor, making his salary 1,000*l.* a year.
- (3.) The Legislative Assembly should consist of seven elected members, and four non-official members nominated for the duration of the Assembly by the Lieutenant-Governor in Council, and three official members nominated by the Lieutenant-Governor.
- (4.) The Executive Council should be composed of leading residents in the island, and of local heads of departments.
- (5.) Every possible means should be adopted for disseminating information among the small proprietors in the island as to the cultivation of marketable products best suited to their holdings, and as to the best methods of cultivation, and of preparing their produce for market. They should also similarly be kept informed of any changes in the law affecting their persons and interests.
- (6.) A loan of 30,000*l.* should be raised to pay off the floating debt; and the annual revenue should be raised and the expenditure reduced so as to restore equilibrium in the finances of the island.
- (7.) Graded export licenses should be required of buyers and exporters of the produce of the island, based on lines somewhat similar to the trade licenses now in force.
- (8.) All issue from bond of tobacco for shipment in small craft should be prohibited.
- (9.) The tariff should be revised and simplified, and the revenue increased, by taxing some articles now admitted free, and by raising the rates on others.
- (10.) All persons now assessed for payment of house and lot tax with a valuation not exceeding 20*l.* should be exempted, all arrears now due by them should be written off, and all properties of this class sold to the Government for non-payment of taxes should at once be returned to the original owners. This will reduce the total number of assessments from 4,241 to 1,038, and remove much friction and discontent, besides materially diminishing the costs of collection.
- (11.) The rate charged for land tax should be reduced from 2 to 1 per cent. where the valuation does not exceed 40*l.* This would relieve 458 persons of one-half of the land tax they now pay. All persons assessed at 20*l.* and under should be exempted altogether from payment of it, and (as in (10.)) all arrears should be remitted on properties of the class which I propose to exempt in future, and such of them as have been bought by the Government for non-payment of taxes should at once be returned to their original owners. This will reduce the total number of assessments from 1,940 to 821, and will (as in (10.)) have the effect both of removing much friction and discontent, and also of materially reducing the costs of collection.
- (12.) An acreage tax should be substituted as soon as possible for the present valuation for land tax. But in the meantime, until this can be done, the present method of valuation should be so adjusted as to get rid of its existing anomalies. It should be raised on the larger estates, which now pay less in proportion than the smaller ones. This would also go far to allay much of the existing discontent.
- (13.) All persons now assessed for payment of the road tax, whose property qualification does not exceed 50*l.*, should be exempted, and all outstanding arrears should be remitted. This would relieve about 600 persons of the poorest class from the payment of 1*s.* 6*d.* twice a year, and remove much discontent, as it is under this class that the great bulk of them over 60 years of age are now compelled to pay, while it would save in cost of collection a sum nearly, if not quite, equal to the revenue which would be lost.
- (14.) Contributions for road tax should be somewhat raised on the higher valuations.
- (15.) Contributors to the road tax should be allowed freely to exercise the option which the law allows them of contributing either in labour or in money. If

Summary of recommendations.

- they contribute in labour, eight days' work instead of 12 should, in the case of males, be regarded as the equivalent of a payment in money of 6s.
- (16.) Greater leniency should be shown in exempting from statute labour persons who are infirm, women who are about to become mothers, and young persons. When the revenues of the island admit, women should be relieved of contributing to this tax, either in money or in labour. Certain minor suggestions have also been made to relieve hardships in connexion with this tax which have come under my notice, and if all my suggestions in this respect are adopted, I believe that much of the discontent now caused by it will cease to exist.
 - (17.) The rates for the higher classes of traders' licenses should be slightly raised.
 - (18.) The boat licenses on the Windward coast should be reduced from 5*d.* to 2*d.* a foot of length over all, and the minimum limit as regards them be abolished.
 - (19.) No free horse licenses should be issued, except for one horse kept by any minister of religion, and with the object of improving the breed of horses in the island a tax of 5*l.* a year should be imposed on all stallions.
 - (20.) Certain economies should be effected in the administration generally, and especially in the granting of poor relief. Such economies would be a set-off against the growing expenditure for education.
 - (21.) The general revenues of the island should be relieved of the cost of cleaning and lighting the town of Roseau and of repairing its streets, and a Town Board should be elected by the residents which should have power to levy rates on the town for these purposes.
 - (22.) A surveyor should be at once appointed to get rid of the present deadlock which exists in the island in all matters involving surveys of lands.
 - (23.) When the necessary arrangements for terminating the federal connexion are completed, the saving thereby effected should be applied to subsidise a steamer to ply round the coast, and as soon as the finances of the island will bear the cost, a further loan should be raised for completing certain bridges, and opening up the Layou Flats, and for making advances to small cultivators should the Assembly see their way to framing a suitable scheme for the purpose.

I further recommend for consideration whether the judicial and magisterial service of the whole of the British West Indian Islands might not, with great advantage, be treated as one service.

These recommendations will, I believe, if adopted, go far to allay the existing discontent and to further the material advancement of the island. The evidence I have taken, as well as the general incidence of taxation, shows that the interests of the poorer classes, who form the great bulk of the population, have not hitherto received the consideration they deserve,* and that they have to some extent, at least, been subordinated to the interests of the larger proprietors, the merchants, and traders. The main object of my recommendations, however, is to make Dominica a better place for the bulk of her people to live in, and not to enable a comparatively small number of persons to add to their profits at the expense of the comfort and prosperity of the majority of her inhabitants. My recommendations will secure that Dominica is governed in future more than hitherto in accordance with the views and requirements of her people; they will restore equilibrium in her finances; they will, out of a total population of 27,000, relieve 4,000 families, consisting of about 18,000 persons of the poorest class, of any payment for land tax, and 450 families, consisting of about 2,000 persons of the next poorest class, of one-half of the land tax they now pay; they will practically put an end to the sale of properties now going on for non-payment of land tax, and to the evictions of persons refusing to give up possession, as the bulk of such cases arise among the classes I propose to exempt; they will relieve the Government of the difficulty and cost of collecting 8,000 small sums every year (for the land tax is collected in half-yearly instalments) from persons scattered all over the island; and they will, besides, remove a large number of incidents, grievances and hardships of which the people bitterly complain.

Although, for the reasons which I have stated, I think it is essential for the prosperity and well-being of Dominica, that she should be withdrawn from the Leeward Islands.

* This was a constant complaint throughout the country, and the following evidence gives expression to the general feeling on the subject:—"The Electives have no power, and the Government when appealed to them gives no answer. Our only trust now is the Queen."

Federation, and that her local affairs should no longer be directed from Antigua, I am quite alive to the benefit which would result from a Federation of all the West Indian Islands for those purposes which affect them as a whole, leaving local matters to be dealt with by the separate island Legislatures. The time, however, has not yet arrived in the West Indies for the establishment of such a Federation. The more the residents in these islands can be entrusted with their own local self-government, the sooner they will realise the directions in which it would be advantageous that certain powers which each separate island possesses should be delegated to a Central Assembly representing their conjoint interests, and exercising these powers for their common benefit. Then Federation will come as the spontaneous growth of these islands themselves, and will rest on a solid and lasting basis.

In the meantime, however, I believe that much advantage would accrue from an administrative union of all the British Antilles under one Governor-General. All communications to the Secretary of State from the various islands should go through him; and he should have certain administrative powers delegated to him by the Secretary of State to deal with matters beyond the competence of the individual administrators. The Governor-General also, subject, of course, to the Secretary of State, should control the personnel of the public service, including the judges and magistrates, and the distribution of the troops whose services might have to be called into requisition. Manifestly the island in which the Governor-General should reside is Barbados, for Barbados is the point of arrival and departure of the mail steamers to and from England, and the head-quarters of the troops stationed in the West Indies. He should hold the dual position of Governor of Barbados and Governor-General of the Antilles; a Lieutenant-Governor should be appointed for each separate island of the group, excepting those which, from proximity and community of interests, can with advantage be placed under the same Lieutenant-Governor.

The Governor-General should receive at least 5,000*l.* a year, the difference between that amount and the salary which the island of Barbados now pays to her Governor being provided by the Imperial Exchequer. The Imperial Exchequer should also provide the salary of a Colonial Secretary, of an Inspector-General of Education to inspect the schools in the different islands, and of an Auditor-General for the group. This would not cause any greater expense than now to the Imperial Exchequer, for the Governorships of the Leeward and Windward Islands should then be abolished. As this matter formed no part of my inquiry, I do not elaborate any plan, but simply would recommend for consideration whether, pending Federation, for which the islands are not yet sufficiently advanced, considerable administrative advantages might not be secured by the adoption of some such proposal as that I have ventured to make.

In conclusion, there was one matter having a material bearing on the advancement of Dominica, which was brought under my notice by several witnesses, and I refer to it here as it does not appear to me to be one with which the Executive can directly deal. With the exception of the advances made by London merchants to planters who consign their produce to such merchants, very little outside capital is invested in the island; and the official records show that few estates, notwithstanding the depressed condition of the island, have mortgages registered upon them. This may arise to some extent from the fact that although the priority of the "consignee's lien" was abolished by the Leeward Islands Act, No. 2, of 1888, its baneful influence may still be felt, and that the planters may be so bound to the consignee, who sells their produce and supplies them with the stores and machinery they require, that they are unable to shake themselves free. By altering the law so as to abolish the "consignee's lien" the Government, it appears to me, have done all that a Government can do in this matter. What is now wanted is, that the investing public should know that a good field for investment exists in these islands; that the "consignee's lien" is a thing of the past, for I assume that the English Courts would be governed by the Colonial law; and that there is no longer any danger that a mortgage on an estate might be extinguished by the claim of the consignee to be first paid for any advances he might have made to the planter after the mortgage had been executed. The profits of tropical agriculture are so great, and the security that Dominica has to offer is so good, that I believe the true conditions of the island have only to become thoroughly known to secure the advance of as much capital as she requires.

I have called attention (p. xiii) to the adaptability of the soil of Dominica to the production of so many different articles, such as cocoa, coffee, limes, &c. in constant use and demand. When once an estate is planted with these trees, and they arrive at full bearing, all that is required is the expenditure of a moderate amount of labour for

Difficulty of obtaining capital in West Indies

Appendix B. p. 29.

Appendix B. p. 23, and Appendix E. No. 21.

keeping down the weeds and gathering in the crops: whereas in many descriptions of agriculture, in sugar for instance, a yearly planting is required, without which the estate becomes valueless. An estate planted with trees having a permanent yield, thus affords much better security than one in which the crop has to be annually planted; while this security is undoubtedly enhanced by the consideration that the failure in a number of different crops is never simultaneous, and that the fluctuations in the market prices of several separate products are not likely to affect all of them injuriously at the same time.

R. G. C. HAMILTON.

R. W. HAMILTON (*Secretary*).
London, March 10, 1894.

EXTRACT from a LETTER from Sir R. G. C. HAMILTON to the COLONIAL OFFICE, dated 15th August 1894, (referred to in foot-note to page xxiii).

In recommending the substitution of "an acreage tax according to the quality of the land" (p. xxiii) for the present land tax, I had in view the desirability of so arranging the incidence of the tax as to prevent its falling mainly on improvements, and thus acting as a check to industry and enterprise. It is only by extending the cultivation of cocoa, coffee, and limes, that the prosperity of the island can be advanced and assured, but the present tax acts as a direct discouragement to the extension of such cultivation, especially when it is borne in mind that a period of from four to ten years must elapse before these crops are in full bearing, and that, while the assessment of ground in provisions is from 1*l.* to 2*l.* per acre, that for cocoa, coffee, and limes, even when not in bearing, is 10*l.* per acre (App. E. No. 11, p. 151.) As I say (p. xxiii) "the change I recommend" could not be effected at once, as it would necessitate many surveys of properties of which no surveys now "exist," but this is a necessity in any circumstances. If Lord Ripon will refer to Mr. Le Hunte's memorandum (p. 151) he will see that, in the present scale of valuation fixed by the Valuation Commissioners, the nature of the land is now taken into consideration, so much per acre being charged for "barren" and so much for "impracticable." My proposal would carry the classification of the quality of the land further. It might be divided into classes suitable for the cultivation (a) of cocoa, coffee or limes, (b) of canes, (c) of "provisions" and (d) all other land. I do not by any means pledge myself to this classification as being the best possible, but it will sufficiently indicate the sort of classification I propose.

The holdings having been classified according to the quality of the land, a rate per acre for each class should be fixed yielding about the same amount of annual revenue as that now raised by the land-tax, and the assessment made accordingly. Such an assessment is not free from difficulty. Dr. Nicholls states (App. C. No. 20, p. 78) the arguments for and against an acreage tax very fairly, though I do not agree with his conclusions. The chief objection, as he points out, is that the value of the land is necessarily affected by difficulties of communication and of carriage of produce to market. But this objection holds good as regards the present basis of assessment and the Valuation Commissioners should have a discretionary power to allow some reduction of the acreage tax in cases where the difficulties of communication are exceptionally great. The only really bulky product of the island is sugar, and the few estates which have to ship it on the East coast might have their acreage tax assessed at a somewhat reduced figure.

LIST OF APPENDICES.

A.—LIST OF WITNESSES EXAMINED	Page 1-3
B.—ABSTRACT OF EVIDENCE	4-15
C.—PAPERS HANDED IN BY WITNESSES	46-105
D.—PETITIONS AND OTHER COMMUNICATIONS (Selections from)	106-130
E.—OFFICIAL RETURNS AND MEMORANDA	131-172

• The written communications which I received from the people setting forth their grievances I have printed in these Appendices without amendment, either of construction or spelling; as I think the truthfulness of the picture they present is best secured by submitting them in the exact shape in which they were received by me.—R. G. C. H.

APPENDIX A.

APP. A.

LIST OF WITNESSES.

Seven sittings were held in Roseau and seven in the country, for the purpose of taking evidence, at which the following witnesses were examined:—

At Roseau.

		Page
Wm. Davies	Proprietor	4-11, 14, 25.
S. R. Pemberton	Barrister and proprietor.	4-11
A. R. Lockhart	Proprietor	4-11
D. O. Riviere	Merchant; elective member, Legislative Assembly	6
Hon. Wm. Stedman	Merchant; member of Executive Council	11-13, 44
Hon. L. A. Giraud	Merchant; member of Executive Council	13, 14
Dr. H. A. Nicholls	Medical Officer of Public Institutions; planter	14-17
J. Cox Fillan	Proprietor	17
Acton D. Lockhart	Proprietor; nominated member, Legislative Assembly, unofficial	17, 20
Wm. Crompton	Proprietor, and merchant	20, 21
Dr. W. R. Williams	District medical officer; planter	21, 22
E. S. Dawbiney	Retired merchant	22
I. St. Orde	Small planter	17-20
F. W. Rankin	Estate manager	23-25
H. A. Frampton	Estate manager and proprietor	25
J. Jones	Curator, Botanical Station	25, 26
W. J. H. Dupigny	Druggist; owns lime estate	26
Hy. Hamilton	Merchant; elective member, Legislative Assembly	26, 27
Jabez Bellot	Proprietor; elective member, Legislative Assembly	27
J. A. Madgwick	Conducts mercantile business	27
Hamilton Rolle	Merchant	27, 28

At Roseau—continued.

	Page
C. Musgrave - - - - Registrar - - - -	28, 29
Auguste Francis - - - - Carib Chief - - - -	29
C. R. Lauder - - - - Government officer, Roseau district - -	30
Fagan Pinard - - - - Small proprietor - - - -	31
Benoit F. Joseph - - - - Carpenter and small proprietor - -	31
H. D. Watt - - - - Small proprietor - - - -	31
W. H. Porter - - - - Treasurer - - - -	31, 32
Wm. Coull - - - - Magistrate - - - -	32, 33
Wm. Skinner - - - - Head Master, Grammar School - -	33
Mesmain Remy - - - - } Labourers - - - -	33
Andrew John - - - - }	
P. F. Simon - - - - Master of Roseau Government School - -	33, 34
E. S. Fadelle - - - - Civil engineer - - - -	34
Wilson Dupigny - - - - Chemist and druggist - - - -	44
Alexander Sylvestre - - - - Peasant proprietor - - - -	44

*IN THE COUNTRY.**Portsmouth.*

A. D. Riviere - - - - Merchant - - - -	34
J. Hector - - - - Schoolmaster - - - -	34
Dr. N. G. Cookman - - - - Medical officer - - - -	35
E. J. Diggs - - - - Representative of traders and labourers - -	35
J. G. Tavernier - - - - Merchant - - - -	35
J. F. Casey - - - - Small planter and dealer - - - -	35, 36
Albert Celestin - - - - Small proprietor - - - -	36
James V. Wallis - - - - Small proprietor - - - -	36, 37
Rosmer, Christopher - - - - Labourer - - - -	37
Rev. J. Michel - - - - Roman Catholic priest of Colihaut - -	37

Vieille Case.

H. A. Le Blanc - - - - Peasant proprietor - - - -	37, 38
L. Royer - - - - Proprietor; shopkeeper - - - -	38
Raymond Royer - - - - Small proprietor - - - -	38
Paulin G. Joseph - - - - Peasant proprietor - - - -	38
Ch. Bethelmy - - - - Tenant of small lot - - - -	39
David Stevens - - - - Schoolmaster - - - -	39

Wesley.

W. G. Marie - - - - Proprietor - - - -	39
James R. Robin - - - - Small proprietor - - - -	39
David Barnes Leslie - - - - Peasant proprietor - - - -	39
Nath. Powell - - - - Small proprietor - - - -	39
Timothy Hamley - - - - Small proprietor - - - -	40
Isaac Bolan - - - - Labourer - - - -	40
Colin Macintyre - - - - Proprietor - - - -	40
Wm. Callendar - - - - Proprietor - - - -	40

La Plaine.

Rev. J. Couturier - - - - Roman Catholic priest, La Plaine - -	40-41
L. A. Maugere - - - - } Small proprietors - - - -	41
Bernard Vigilant - - - - }	

Geneva.

APP. A.

					Page
J. Baptiste Jolly	-	-	-	Small proprietor	41, 42
John Louis	-	-	-	Settler on Crown lands	42
Elie Alcendor	-	-	-	Small proprietor	42
Ben Sullivan	-	-	-	Fisherman	42
Stephen Herriot	-	-	-	Overseer	42
Nicholas Alcendor	-	-	-	Small proprietor	42
Theo. George	-	-	-	Proprietor	42
John Maurice	-	-	-	Labourer	42
Rev. J. M. Bourget	-	-	-	Roman Catholic priest, Geneva	42, 43

Souffrière.

Roc Toussaint	-	-	-	Small proprietor	43
H. S. Blanc	-	-	-	Tenant cultivator	43, 44
Theo. Etienne	-	-	-	Small proprietor	44

Layou.

A. D. Riviere	-	-	-	Proprietor	45
L. Bellot	-	-	-	Elective member, Legislative Assembly, for district; Planter	45
A. C. Shillingford	-	-	-	Estate manager	45
Philip Edward	-	-	-	Peasant proprietor	45

In addition to the 7 elective members, there were examined 6 merchants, 12 proprietors or managers of large estates, 7 Government officials (including 3 medical officers), 1 magistrate, 4 schoolmasters, and 3 priests, while the remaining 39 witnesses include a large number of peasant proprietors, as well as small shopkeepers, tenants on estates, and labourers, the majority being chosen by the people as representatives to express their views.

APPENDIX B.

ABSTRACT OF EVIDENCE.

Court House, Roseau, Monday, 27th November 1893.

Mr. W. M. DAVIES, }
„ S. R. PEMBERTON, } Representatives of elective members, Legislative
„ A. R. LOCKHART, } Assembly.

pendix C., 1. Mr. LOCKHART submitted a paper on the constitution of the island, with a suggestion for reforming the present Assembly.

Mr. DAVIES.—In illustration of the very unsatisfactory relations existing between the Government and the Legislative Assembly, and of the futility of the protests made by the Elective members, and of how the Government fails to meet the wishes of the people, hands in the following documents (which will be found in Appendix C., either printed *in extenso* or in abstract):—

- pendix C., 2. (a.) Memorial signed by elective members and others in 1873 against Federation with the Leeward Islands, and reply thereto.
- pendix C., 3. (b.) Protest of elective members in 1886 against certain Tax Bills, and the arbitrary method of passing them, with reply thereto.
- pendix C., 4. (c.) Motion made by elective members in House of Assembly in 1885, against the raising of further loans until the revenue and expenditure of the country are brought into equilibrium. The motion was lost.
- pendix C., 5. (d.) Petition to Her Majesty with protest of the elective members on the passing of the Medical Aid Act in 1880, on the same subject.
- pendix C., 6. (e.) Act No. 23 of 1880, and protest of elective members against the Act No. 9 of 1883 modifying its provisions, together with answer thereto.
- pendix C., 7. (f.) Protest of elective members in 1883 against the purchase of a yacht for the Governor.
- pendix C., 8. (g.) Resolution of the House of Assembly in 1883 against procuring supplies through the Crown Agents of the Colonies.
- pendix C., 9. (h.) Protest of elective members in 1890 against the resolution passed by the House of Assembly for raising an additional loan of 10,000*l.* for the construction of roads and bridges, to which no reply was received.
- pendix C., 10. (i.) Petition to Her Majesty in 1863 against the substitution of a single Chamber for two branches of the Legislature, and reply thereto.

On confederation the best offices were filled by members of ruling families. Complains that interest still weighs more than talent in appointments in the Civil Service.

Government tendency has been to encroach on powers of local body by transferring powers to Federal Council. Electives have protested against further transference of powers.

Usual replies received to protests to Secretary of State are in the sense that he approves of and agrees with the measures of the Governor.

Governor, with the assistance of official members of Legislative Assembly, controls the island expenditure. Elective members are frequently out-voted by casting vote of Governor.

Protests to Colonial Office were forwarded with reports not seen by them.

not printed. Mr. LOCKHART submitted Financial Report by Committee of House, in 1885, in which they drew attention to the shrinkage in the annual revenue of the Presidency and made suggestions for retrenchment of expenditure in certain departments amounting to 1,600*l.* per annum.

Mr. PEMBERTON put in a minute by the elective members in 1891, with reference to the increased taxation, which was placed on the Minutes of the House, but afterwards expunged.

APP. B.
Appendix
No. 11.

Mr. PEMBERTON.—All the measures of Lord Gormanston passed in 1886, including land tax and other taxes now in force, were passed in their first stage by the Governor's casting vote.

As regards federation, its disadvantages outweigh its advantages to Dominica. Antigua gets all the benefit. Dominica should be altogether separate. Satisfactory federation is impossible for Dominica.

Dominica differs from other islands to Leeward, in its natural peculiarities, in sentiment, in language, and in religion.

Antigua and St. Kitts are considered first, and what suits them does not always suit Dominica.

The public service is inefficient, as the heads of departments reside at Antigua, and the Dominican officials have no executive power and must always refer to Antigua for instructions.

Judicial system is the only advantage of federation.

Present audit system affords no check on public accounts.

Nominated members of the House should be gentlemen of position in the island and not merely officials. Government can always fill up vacancies in nominated members and maintain their numbers in the Assembly.

On one occasion a certain Governor brought three officials from Antigua to pass a measure in the House, as three official nominees of Dominica refused to support the Government and were compelled to resign.

Appendix
Nos. 5, 12

The Executive Council, which exists only in name, contained until lately one solitary independent gentlemen (Mr. Wm. Stedman); recently Mr. Giraud has been added. This body is supposed to advise the Governor on certain matters, yet a short time ago they had not been summoned to meet for 15 months.

Appendix
No. 23.

Elective members are not always unanimous on questions of finance.

Power of Governor to prorogue Assembly is sometimes exercised so as to intensify friction between "Electives" and Government.

Government has difficulty now in finding gentlemen of position to accept the post of nominated members in Legislative Assembly.

Mr. DAVIES.—From the change in the old constitution in 1865 down to the present time, the action of the Government in certain matters has always been met with protest from the Electives, which have been ignored.

Loans raised for one purpose have been used for another, and after the money is voted Electives have no control over it, and hear nothing more until they are told it is gone.

Thus the loan of 1880 for the embankment of the Roseau River has all been spent, and the work is not yet begun.

Bills were passed in Lord Gormanston's time in spite of the protests of the Electives, which gave rise to discontent on the part of the proprietors and landowners.

In Sir John Glover's time a yacht was purchased without the sanction of the Legislative Assembly, which was worth nothing, and 10 months after it was bought it was sold as old iron.

Besides protests from Elective members, handed in, petitions have been sent to Her Majesty without result.

Mr. A. R. LOCKHART.—Under present system of government exports are decreasing, and expenditure is increasing.

There is room for economy in expenditure. A committee of public accounts should be elected from the House to control it. Salaries and numbers should be reduced in the Treasury.

An adequate result should be obtained in return for expenditure on public works.

Ten per cent. ad valorem duties are excessive.

Valuation of property is unfair, and rate of land tax is excessive. Defaulters under land tax are very numerous.

Duties on spirits, tobacco, and ready-made clothing should be reduced.

Closest union of hearts is with French islands.

P. B.

Mr. DAVIES.—The federal quota should be cut down.

Land is a drug in the market in Dominica. There is more land than there are people to cultivate it.

ndix E.,
8.

Mr. PEMBERTON.—Law and protection expenditure might be reduced.

Grievances experienced by people with regard to weights and measures are now being dealt with.

Federal officers should not be exempted from income tax.

Direct taxation should be lowered and customs duties raised in one or two directions; and there should be greater efficiency in their collection.

Duties on rum and tobacco should be lowered.

Export tax should be re-imposed.

A man with an estate giving a good return would not mind paying export tax on his produce, while peasant proprietors would pay it without feeling it, through the merchants to whom they sold their produce.

Mr. D. O. RIVIERE, Elective member. Merchant Roseau.

Duties on spirits and tobacco are too high, and put a premium on smuggling.

If present rate of land and house-tax were reduced Government would collect more money.

There is a good deal of smuggling in tobacco, which is 100 per cent. dearer in Dominica than tobacco of the same quality in the French islands.

ndix C.,
12.

Mr. DAVIES (supplementary evidence).—Submits petition to Her Majesty respecting action of Governor in 1880 in appointing non-residents as nominee members of Legislative Assembly.

Indirect taxation is more costly to the country than direct taxation.

Is opposed to re-imposition of export tax.

Court House, Roseau, Wednesday, 29th November 1893.

ndix C.,
13.

Mr. DAVIES handed in a petition from Dominica, Montserrat, and the Virgin Islands to Her Majesty on the occasion of Her Jubilee, praying for a fuller measure of representative government, and stated that the reply of Her Majesty was that she could not accede to the petition.

He referred to a resolution which had been carried in the House by the vote of the Nominees and the Governor in November 1880, that the sum of 1,000*l.* be raised by loan to cover the law expenses of the defendants in the action of Falconer v. Doyle.

ndix C.,
14.

Mr. PEMBERTON handed in a Government resolution of the Federal Council of the Leeward Islands, carried by official votes and St. Kitt's members, against the votes of the Dominica representatives.

He stated that at the passing of Confederation the elected members had been sitting for five years, and Sir Benjamin Pine refused to allow them to appeal again to their constituencies, and that Federation had never been asked for by the people.

ndix C.,
15.

He then handed in a resolution which was moved in the Legislative Assembly on 30th April 1885, urging the separation of Dominica from the Federal Government of the Leeward Islands.

This resolution was put and carried, but in committee was thrown out by the casting vote of the chairman.

ndix C.,
16.

He also handed in a resolution passed in the Legislative Assembly in June 1885, with reference to Dominica being added to the Windward group.

ndix C.,
17.

Also a resolution passed in the Legislative Assembly in August 1885 respecting the expenses of the Royal Commission appointed in December 1882 to inquire into the revenues, &c.

ndix C.,
18.

He further put in an amendment, lost by the casting vote of the Governor, in September 1886, to a resolution for drawing the bonds of Federation in the Leeward group closer.

Mr. DAVIES.—Dominica is a backward island. Backwardness is not altogether due to political causes, but may be dated from change of constitution.

Failure in price of sugar is largely responsible for it. Many sugar estates have gone out of cultivation.

Production of limes and cocoa has risen as that of sugar declined.

But these products have not yet taken the place of the old sugar industry to any great extent.

Old sugar estates and some old coffee estates, have in some instances been converted into lime and cocoa estates.

Liberian coffee and nutmegs have recently been introduced on a small scale.

Dominica has the market for limes, but skill is wanted in preparation of cocoa.

The variety of cocoa grown is not always the best that might be grown, and does not fetch so high a price as that from Trinidad.

Benefit of good plants from the Botanical Station will not be felt for some seven years.

Decrease of labour on estates has reduced market for food products in island.

Some small cultivators plant limes, but not systematically.

Spices, nutmegs, and cloves, could be grown in the island. Some small cultivators merely plant provisions. Most of the peasant proprietors plant cocoa and limes where land allows of it.

Roseau and Portsmouth are the centres for buying produce, but in most villages there is someone who buys limes for concentration.

The lime products are brought chiefly by boat to Roseau. Porters can carry a four gallon tin on their heads.

Roads would be of value to a man who concentrated a large quantity of juice.

Coasting steamer would be of undoubted advantage. At first it would not pay.

Leeward side produces more lime juice and cocoa than Windward side.

American steamers will call on both sides for freight in sufficient quantities.

Harbour could be made at Marigot Bay.

People on Windward side are mostly vegetarians. If a man wants money he can only get it by working on estates or at State labour.

The horse tax and boat license are causes of discontent on Windward side.

Difficulty of obtaining employment has led to emigration to other colonies.

Emigration to mines in South America has been greater than it now is.

There are many Dominicans who have emigrated who are now so poor that they cannot return.

A number of people own small properties, but they are unable to obtain capital. Capital at a small interest should be brought to their doors.

Is in favour of establishment of Crédit Foncier system.

In the French islands the colony guarantees interest to the company, not the principal. The company has to see that the money advanced is applied to the soil. The country does not lose if a man defaults, as the company has to carry on the working of the estate till it can find another purchaser, so the estate does not go out of cultivation.

There are enough abandoned estates in Dominica to make such a system a success.

Cleared land has in some cases relapsed to the Crown.

Price of Crown land is 10s. an acre.

Land might be given free on conditions of clearing and cultivating, as on the Canadian homestead plan.

A company advancing money should have some control over the way the land is to be cultivated.

Crédit Foncier system would be better than such a plan worked by Government.

Inhabitants are not altogether unthrifty, but there are a large number not so thrifty.

There is a pride in proprietorship.

The people are very imitative.

People are often found who have not been out of their own districts.

Hurricanes are not frequent.

In the last 30 years there has been some improvement in the houses of the people, but not in their dress or feeding.

There is a widespread discontent in the island.

Taxation is great source of discontent.

Federal tie is a great source of discontent, as it adds to taxation without reference to the local House; especially in the appointment of Federal officials with allowances. The cutting adrift of Dominica from the Leeward Islands is a "sine qua non" to its prosperity.

The land tax was opposed by the Representative Members on its first introduction. Irregularity of assessment is a cause of discontent. It has been made by persons who know nothing of the value of land.

Small proprietor is discontented because he considers the value of his holding too highly assessed for Government purposes, and not because another man is assessed at a different figure.

There are some large owners who do not pay their taxes on the market value of their estates.

Someone should override Valuating Board.

Land tax should be reduced.

Valuation by acreage would give fairest value. The man who allows his property to go out of cultivation is not taxed for it to the same extent as a man who cultivates it. A re-valuation should be made on the acreage principle with regard to the quality of land. When the export tax was abolished, the increase of the land tax from half to 2 per cent., caused discontent in the mind of the man who had nothing to export.

The road tax might be done away with.

The incidence of road tax does not cause discontent now.

Does not think incidence of road tax could be improved.

The object of the road tax was not to get labour, but money, for which reason a day's labour was fixed at 6d. instead of 1s., the ordinary rate.

The system of road repairs is one of favouritism. There is only one Road Board for the island. Road labourers are not properly supervised. Everything depends on good selection of ganger by Government officer.

The road to a small man's holding is generally neglected, while a road leading to a big estate is kept in order.

In the case of cocoa-land peasant proprietor might pay 10 per cent. of his profits in taxation, cocoa being an inexpensive crop to grow.

Before there is any return on limes five years must elapse.

Both these cultivations are better for manure. Small proprietors do not use artificial manures.

Police are not very popular. They do not understand the patois, as they come chiefly from Antigua.

The boat tax is a minor cause of discontent. It might be abolished, as it only yields a small revenue.

The horse tax in country districts is unpopular, a horse being a necessity in country districts. The tax is not worth collecting.

Everything in the nature of discontent hinges on want of control of expenditure by the elective members.

The irregular mode of entrance to the Civil Service is regulated by patronage without system. Would propose competition. There should be a definite system of promotion. A Board might consider questions of promotion. The highest appointments should be open to all in the service.

The Crown Agents charge full price for the articles they send out, and allow no discount. There is no one to control their charges. He instanced an invoice for drugs which were priced much higher than ordinary article imported. Every legislature in the West Indies has complained of the monopoly of the Crown Agents. All the colonies would much prefer to have a Colonial Agent in London.

The expenditure of money in public works raised by loan is a grave cause of discontent.

Mr. A. R. LOCKHART.—Agreed generally with Mr. Davies' evidence. Handed in a petition from certain of his constituents, which was the result of a spontaneous movement on their part. He did not entirely agree with the whole of it. There are other causes in addition to political ones which tend to make the island backward.

The abandonment of sugar estates has led to the withdrawal of capital from the soil and to smaller employment of labour. Also a large quantity of capital was destroyed by the hurricane.

is suggested for cultivation Liberian coffee, sisal hemp, kola nut, nutmegs, cloves, Indian coffee at certain elevations; mountain rice grows readily; indigo was once widely cultivated.

in favour of Crédit Foncier system.

in Martinique the Government bank advances money to planters for the cultivation of their estates. But the companies actually advance money for the purchase of land. Priority is in half-yearly inspection.

In Trinidad the people's banks serve the same object well.

Dominica is a country of small proprietors.

Custom of inheritance is to divide up properties on death of the original proprietor.

Head portorage is expensive.

Undoubtedly in favour of extension of roads.

The American steamers only serve large sugar producers.

Three-fourths of production of cocoa is derived from peasant proprietors, who would benefit by coasting steamer.

Harbour on the Windward side would be of advantage; Hodges Bay would be the best site.

Immigration is due (1) to pressure of taxation, (2) to difficulty of obtaining employment at the rate of wages now offered. (3) Taxes are higher in country than in towns. Sons of small proprietors have difficulty in getting land, roads and capital being wanted. (5) High wages in gold fields are an attraction. (6) All dealings in town lands have been stopped for want of a surveyor.

Has not the same objection as Mr. Davies to Crédit Foncier system being worked by Government.

The people are remarkable for their thrift.

Their savings generally take the direction of increased purchases.

The people desire to imitate those who have their respect and confidence.

Improvement in standard of living is more marked in case of peasant proprietors than among other classes.

More varied diet would improve physique of people. More wheat should be consumed than is the case.

Discontent is widespread, arising chiefly from land and house tax.

The Federal tie is also a cause of discontent.

The ways of thinking, feeling, and religion in Dominica have nothing in common with other Leeward Islands.

The natural connexion is far more with the French islands.

People understand good French, though they do not speak it, and French priests are more acceptable to the people than Irish priests, whom they have sometimes had.

If the island is to be English anglicise it, if not, give it to France.

The island would be more contented under French rule, if not more prosperous.

Voted for passing of land tax on the understanding that the money would be spent in opening up means of communication in the island.

Inequalities in valuation exist, but they are not numerous. There are cases where large estates are undervalued. The rate is excessive. Appeals are sometimes made against over-valuation. Small people complain of the rate, and not of its incidence as between one property and another.

If the tax were reduced by half the Treasury would not suffer.

The money raised by the road tax is expended almost entirely on the first-class roads. Main roads should be kept in repair from general revenue. Second-class roads should be kept up by the tax raised in the district in which they are.

Bridges are necessary over the main rivers.

The district where labour on the roads is to be applied is settled by Government officer.

Valuation by acreage would be impossible in Dominica, as there is such a large extent of land in big estates impossible of cultivation.

Road tax falling on labourer is unfair as compared with that paid by owner of a large estate. Does not consider that the labourer looks on this as a grievance.

It is scandalous that two days' labour should be charged for on the roads at the wage of a single day on estates.

Boat tax on the Windward side should be reduced by half.

Horse tax is a great grievance, horses being chiefly kept for manure.

Stock keeping might receive more attention.

Primary schools should be industrial.

There should be an agricultural school.

Land should be attached to each school in the country, on which the best methods of cultivation might be shown.

An average of 10 per cent. on the value of production would be a fair one for taxation.

In artificial manures there is often complaint of not obtaining the right one, or of its being adulterated.

A land bank could keep direction over this branch of agriculture.

A good deal of cocoa and limes has been planted of late years, of which the island has not yet reaped the benefit.

Popularity of police is a personal question. They should understand the patois.

None of the force are Dominicans, who will not enlist on account of the unpopularity of the present Inspector.

Mr. S. R. PEMBERTON.—Agreed generally with the evidence of Mr. Davies and Mr. Lockhart, and considered them better qualified than himself to speak on agricultural questions and the industries of the island.

Some of the most prominent industries of the island have disappeared. Rice and indigo were formerly staple products of the island.

Arrowroot is grown but finds no market.

There would always be a demand for cocoa, but in the case of limes there was a risk of over-production.

Great care would have to be taken that a man was honest if the Government advanced money on the Crédit Foncier system.

The sea is the natural highway of the island.

Only one estate sends lime juice by head to Roseau to be shipped.

Less might be spent on the roads. What is really wanted is a coasting steamer, which would be very useful. A harbour at Marigot Bay, or at Hodges Bay, as suggested, would not be in a good position.

Two or three jetties at various points to get beyond the surf would be useful. A buoy should be added near the jetties for steamers to moor at.

A harbour would be a waste of money.

The taxes are chiefly responsible for emigration. Many men go abroad and cannot get back.

Emigration largely accounts for the decrease in population.

Plenty of small properties are in the market for sale for default of taxes.

A man is not going to buy Crown land to pay land tax on it, in addition to having to clear it.

The people are generally thrifty.

The prosperity of the island has not improved. This dates from the removal of the troops, 1856-59.

The buildings for the troops on Morne Bruce have been allowed to go to ruin.

Routine duties of departments of Civil Service might be more judiciously performed.

The land and house tax is the chief cause of discontent. It is the first time that direct taxation has fallen on the people.

The valuation is unsatisfactory on individual estates. There should be a larger board of valuers and personal inspection of properties.

The small man only complains that his own tax is too high. He does not feel hardly used in comparison with the larger proprietor.

In Roseau inhabitants pay taxes that do not fall on the rural inhabitants.

If a man has property and resides at Roseau, he still has to pay road tax on his property.

He pays according to parishes, only once in each parish, even if he has several estates in that parish.

The Electives passed the land tax on the strength of the proposed improvements.

The failure of these works was a greater cause of discontent than the tax itself, as there was nothing to show for the money spent.

The old export tax should be reimposed.

Lime cultivation on an extended scale may send the price of lime juice down still further.

The Federal tie is a great cause of present troubles and discontent.

The Local Houses have refused to abolish themselves, an attempt is now being made that the Federal Council should encroach on and override their authority.

The Road Board has not sufficient control, not being consulted on the works to be carried out. It has no voice in the initiation of schemes.

Different Boards in the island are practically composed of the same men in different coats.

They are not sufficiently large. They should be composed of Executive Councillors.

There is not room for two houses if the Colony were severed from the Federation.

The House in such a case should be composed of two-thirds elective and one-third nominated members.

Resident officers should have thorough control over Government departments.

The executive should be strong.

The Government should have initiation of measures.

Mr. DAVIES.—British Honduras has only one chamber; considers this a suitable one for Dominica.

Mr. S. R. PEMBERTON.—Valuation by acreage would be difficult, owing to want of a proper survey and difficulties of finding out the actual amount under cultivation.

Estate owners might keep the roads about their estates in repair.

It is a hardship summoning road labourers from one end of a district to another.

The horse tax should be reduced.

The industrial and agricultural school plan would be an advantage.

Education shows signs of improvement. Many of the people now speak English.

Mr. A. R. LOCKHART.—Wesley is the only place where English is spoken.

Roman Catholics enormously outnumber other religions.

Mr. S. R. PEMBERTON.—The people are law abiding and loyal to the English connexion taken all round.

Judicial matters are now much better managed than formerly.

Discontent largely arises from the way the money raised by the last loan was wasted. Had the money been properly spent people would not have grumbled.

The only bridge the engineer who was engaged put up, was washed away. His work was condemned by Sir A. Mackworth.

In short, discontent is due to fact that money raised was spent on works for which there is little or nothing to show.

Court House, Roseau, Friday, 1st December 1893.

The Hon. WM. STEDMAN, Member of Executive Council, Merchant.

Has been nearly 50 years in the island.

Was a member of Legislative Council when there were two chambers.

Was an elected member in 1852 or 1853, when 19 members were elected, and there were five to seven executive members of Council, ex-officio members of Legislative Assembly.

Franchise was higher then than now; 50 acres of land was qualification.

Island then had a Lieutenant-Governor.

At times there was friction between the two chambers. One chamber facilitated legislation.

Finances have not improved since Federation.

The same laws might have been passed in island as have been passed in the Federal Council.

The object of Federation was to assimilate the laws throughout the group.

ter. B. Federation has, on the whole, been a disadvantage. Expenditure has increased under it.

About 2,000*l.* a year was collected for roads before there was a differentiation in the rates.

Disadvantages are greater than advantages in federation.

Before Federation, officers lived in the island, and spent their salaries in the island, which are now spent in Antigua.

Dominica has now only subordinate officers. The island also suffered socially from the same cause.

amend- Present constitution of the Legislative Assembly is bad. Proportion should be five nominees to seven elective members; two additional might satisfy elective members.

vidence This would be a satisfactory constitution if the island were separate as formerly.

is point, Was made executive member of Council in 1862. Shortly after resigned his seat as Government wished to pass a Roads Bill limited to five years, which he disapproved. And on the Governor appointing three new members to swamp the votes of the existing Council, he and Dr. Inray resigned. Was re-appointed in 1882 by Sir J. Glover, since when he has remained a member.

appendix No. 40.

Measures are very seldom submitted to the Executive Council before their introduction into the Assembly.

For 15 or 18 months there might never be a meeting of the Executive Council.

The functions of the Executive Council in recent years have been very little used.

There have been four or five meetings of the Council in the last half-year.

There were not enough members of Council in Dominica to form a quorum, unless Auditor and Attorney-General attended from Antigua.

Expenditure on public works did not come before the Council to his recollection.

There has been unnecessary waste on expenditure of loans, and also unauthorised expenditure.

A number of Canadians were imported to work on the roads, receiving large salaries and being found in provisions.

In fact, men were victualled in a far more expensive way than had they been employed by the Colony on salaries alone.

An expensive dam was made on the Windward coast in order to bring down logs. It cost several hundred pounds, and was utterly useless.

Most of the public works were desirable, but the cost of carrying them out was excessive.

Money was also spent, after the first loan for 20,000*l.* was raised by the Governor, on a jetty, pumping machinery for Portsmouth, and also a stone-crusher. A representative body of control in the island would not have been allowed this expenditure. The Governor should have come to the Legislature for a vote for these amounts.

The second loan of 10,000*l.* has been spent in the same way.

This wasteful expenditure would have been prevented had there been a proper body of control in the island.

Means of communication in the island should be opened up.

Some of the main roads across the island, notably to Rosalie, are in a very bad condition.

The Colony has not benefited to the extent of one half of the loans that have been raised.

The island has progressed to a certain extent in recent years.

Neither the houses, clothing, nor food of the people have improved.

Trade has improved in direction of imports, being 25 per cent. more than 30 years ago.

Other exports have largely taken the place of sugar.

Is interested in production of limes, sugar, and cocoa.

Looks forward to increase in production of limes, cocoa, and coffee.

Taxation is out of proportion to value of exports, being about 40 per cent.

The tariff recently passed is inconvenient, the rates of duty are so varied in specific articles. The old tariff was far better, being 10 per cent. on all unspecified goods.

The difficulty of making out warrants is inconvenient both for the importer and the Treasury.

There is a large amount of illicit traffic.

If duties were properly collected, there would be a large addition to the revenue.
Tobacco smuggling is chiefly done by Frenchmen.
Outward smuggling to the French islands has largely decreased, if not ceased together.

In Gaudeloupe tobacco is a Government monopoly.
Rum and tobacco are the two principal articles which are smuggled.
Tobacco has not been successfully produced in Dominica.
Appraisalment of properties for land tax is excessive in many instances.
This applies to both large and small properties.
The old export duty would be preferable to the land tax, although in this way a man might let his land go out of cultivation and not be taxed.
Was not originally against the removal of the export tax.
There should be proper inspection by qualified men of a property before its valuation.
Road tax is fair, but people will always grumble. The better class should pay more than the poor man.
The proportion now paid by rich and poor is not altogether unfair, as the rich man has to make his roads on his own estate.
Income tax is most objectionable, and should be abolished.
Has recommended in Executive Council that boat tax should be taken off on the Windward coast. There might be a moderate tax on boats which ply for hire.
Trade licenses are satisfactory, as also the horse tax.
18,000*l.* would be as much as the island could bear in expenditure annually.
Has hope for the future of the island, especially if the Legislature and the Government pull well together.
The recent change in the American tariff will be an advantage.
If reciprocity is done away with, the tariff should be taken in hand and thoroughly revised.
The labouring classes are indolent. Cocoa and limes require a very small amount of labour.
Small cultivators have not taken to lime growing much, though they have to cocoa.
Labour on sugar set a large amount of money circulating, the want of which is felt now that so many sugar estates are abandoned.
Very little sugar is brought to market by the smaller proprietors.
The larger estates did not always benefit by the abolition of the export tax, as the increase in the land tax often more than counterbalanced it.
Capital introduced into the island would be a great benefit.
Cannot say why people do not invest their capital in the island.
There has been very little capital introduced of late years.
1*s.* or 10*d.* a day is the usual rate of wages for a man. As much as 1*s.* 9*d.* can be earned. The ordinary wages of a woman are 7*d.* a day. They can earn as much as 1*s.* a week in extracting essential oils.
Emigration to Venezuela has been large.
Custom House causes great delay in transacting business. Treasury is underserved. Present Treasurer does not facilitate business. Two hours sometimes elapse before a warrant is passed. More facilities should be given to the public to transact business.
A coasting steamer would develop trade and increase the value of properties, especially on Windward side.
Would attach more importance to a steamer than to roads.
Good bridle roads are sufficient for the needs of the island by land.

The Hon. L. A. GIRAUD.—Member of Executive Council, merchant, proprietor.

Has been five months member of Executive Council; was for 22 years, from 1869–1891, elected member, and afterwards a nominated member of the Assembly.
Sees no advantages in federation.

Considers the disadvantages to be—

1. Increased expenditure.
2. Waste of money.
3. That much money is collected in Dominica and spent in Antigua.

The Elective voice should preponderate in the Assembly.
Seven elective to five nominated members would be satisfactory.

APP. B.

An adequate return has not been obtained for money expended on public works. Thinks Mr. Stedman overestimates advantages received from public works under loan in saying that their value was nearly half the money expended, and would place it at not more than one-third.

There was extravagance in carrying out the works. The engineer was incompetent and wasteful.

The principal road in the island has hardly been touched.

One bridge was built, and carried away a few months afterwards.

Had there been control by Electives the money spent to open up the Layou flats would not have been expended, but would have been applied to road making.

The chief errors were the selection of wrong works, and extravagance in carrying them out.

Mr. Robins, Mr. Hinds, his assistant, Mr. Fadelle, Mr. Walsh, and Mr. Green, were all employed as engineers.

Mr. Fadelle's work was presumably the best.

Heavy packages cannot be brought by land from the Windward side. You would never be able to cart across the country.

A steamer would take advantage of fine weather to ship goods in a way a sailing vessel could not.

Is himself a trader and estate owner; has estates in sugar and limes. Seven years are needed to change the cultivation on an estate from sugar to limes.

Less labour is required on a lime estate than on a sugar estate, and the labour becomes less as the trees grow up.

The peasant proprietors are beginning, in a small way, to cultivate limes and cocoa. The substitution of other cultivations for sugar is going on pretty extensively.

Is not opposed to income tax, as it is the only one the bulk of the officials pay.

The license duty for merchants, and the land tax on estates take the place of income tax in the case of traders and planters.

Well cultivated estates have gained by substitution of the land tax for the export tax. Small properties have lost, never having paid anything before.

The land tax falls heavily on the poorer proprietors.

The small proprietors who have recently turned their attention to the cultivation of limes and cocoa, from which as yet they are receiving no returns, feel it a great burden.

An export tax would be better than a land tax.

The land tax is often paid on land which is not cultivable.

Only those who have land which produces something can pay taxes.

So far there has been a good demand for limes and cocoa, and the prices obtained have been sufficient to give a fair return on the cost of cultivation.

The land tax should be reduced.

The man who makes 1s. can afford to pay something, the man who only makes 1d. cannot.

Not printed.

Mr. DAVIES handed in for Mr. Pemberton, in support of his evidence of November 29th, a report by the Inspector of Schools of the Leeward Islands, on a system of technical and agricultural education, in which the importance of agricultural education was strongly insisted upon.

Dr. H. A. A. NICHOLLS, Medical Officer of Public Institutions, Planter.

Has been 20 years in the island.

Was associated with the late Dr. Imray in the practice of his profession.

Agriculture and botanical wealth of the island have formed his chief study.

Is correspondent for Kew Gardens.

Has directed his attention to the marketable products of Dominica.

Is much interested in the cultivation of cocoa and limes.

Dominica cocoa is lower in price than that of Trinidad; the chief reasons being:—

(1.) The bulk of that exported is derived from the calilbaçao, a common cocoa which is rooted up from Trinidad estates;

(2.) A large amount is not properly prepared;

(3.) The cultivation is bad.

Larger proprietors are now endeavouring to make improvements in its cultivation consequently Dominica cocoa has now various quotations.

This improvement is not making its way among peasant proprietors.

Methods of scientific agriculture should be taught to the rising generation.
 There is a ruling rate for cocoa in Roseau.
 The larger proprietor, who exports for himself, gets the benefit of improvement in preparation, &c.
 Scientific agriculture should be taught in the higher grades of schools.
 Small proprietors do not take care to obtain good plants when changing their cultivation.
 Dominica lime cultivation is better in every way than that of Montserrat.
 The method of preparation is equally good.
 The price depends on the degree of concentration of the juice.
 Liberian coffee is best for low lands. Arabian coffee is suited for altitudes of 2,000 feet and upwards.
 The blight of about 1832 largely led to the discontinuance of coffee growing.
 There is no way of extirpating the pest, which is still prevalent.
 Tropical fruits in great variety might be grown, and oranges, bananas, &c., might be cultivated for the outside market.
 Tea grows well in Dominica, and sufficient of it might be grown to supply the West Indies, and be exported as well.
 Spices all grow well.
 Indigo grows luxuriantly as a troublesome weed.
 Mountain rice has been grown in the island.
 There are various different climates for different cultivations to be found in the island.
 The chief causes of backwardness are (1) the French patois, which is not a written language, and consequently there is no means of interchange of ideas between Englishmen and natives, and (2) that capitalists are disinclined to invest capital owing to the constant political turmoil; this is an undoubted fact.
 The decline of prosperity dates from the sugar crisis. Since when the whole island has suffered from withdrawal of capital.
 Many estates were then sold, and bought by men without sufficient capital to work them.
 There are signs that other products will eventually take the place of sugar.
 No improvement is noticeable in the housing, feeding, and clothing of the people.
 Their diet is not a good one. It contains too much vegetable and not enough fresh animal food. There is an absence of nitrogenous matters, and consequent want of ammonia. The natives could do entirely without flour.
 Very little labour is needed to produce sufficient vegetable food for a family.
 Better means of communication are essential.
 A coasting steamer and the opening up of the Layou flats were the most important parts of the Governor's recent scheme. The money spent on carriage roads would better have been spent on a steamer.
 Was a nominated member (1875 to 1877) of the Assembly till he became a public officer.
 Has recently been unsuccessful in attempting to enter the House as an Elective member.
 Political unrest has been fomented.
 The masses of the people do not care what the constitution is. Here and there you get a few who direct their attention to politics, but the majority do not care.
 The people had been accustomed for years to the road tax.
 They felt the direct land tax.
 The mass of the people did not pay direct taxes formerly.
 Only a few people took an interest in the way the money raised by the land tax was spent.
 The people do not care much for politics. The payment of taxes may lead them to pay more attention to the subject. In the last few years the matter has been talked about through the country more by politicians.
 As to the existing political unrest, a certain section of people have been led to believe that all connected with the Government are their enemies. For instance, the police force has become unpopular through having been villified by newspapers in the same way as the Government had been on the imposing of the first land tax; a

App. B. certain section of politicians warned the people not to pay it, saying there should be a passive opposition to the payment of all taxes. The "Dial" newspaper counselled people to this effect in a leading article.

These inflammatory writings and speeches had an undoubted effect on the people. The present feeling of discontent is not an awakening to duties of citizenship, but is due to the political teaching of a certain section of the community.

The people were impressed with the fact that the land tax was a bad tax imposed on them by their enemies, and were counselled not to pay it on that account.

When the tax was quadrupled the export duty was taken off; the tax thus fell with increased heaviness on the peasant proprietor; he, however, did not know that the larger man was relieved at his expense.

The tax is most unfair with regard to the peasant proprietor.

The poverty of the people is another cause of political unrest. Were the people prosperous they would not listen so much to political demagogues.

Maize grown about the La Plaine district is hawked about town with great difficulty of finding a sale for it.

The inhabitants of the Windward coast have little or nothing to turn into money.

A coasting steamer would ameliorate this state of affairs, as also would an improvement of communication in other ways.

The poverty of the people is the main cause of discontent.

The working of abandoned and new estates would be a great benefit by circulating money.

People are grateful for work being given to them.

Has not sufficient confidence in the present members of Assembly to increase their numbers.

Is against the Crown colony system.

Would rather not give an opinion as to a remedy for the present state of affairs which is bad.

The action of the Electives has been factious opposition to the Government.

The undesirability of increasing the number of the elective members is upheld by a large body of opinion.

Will not furnish the names of people who entertain this view. They would be marked men.

An attempt has been made to introduce boycotting.

The federation of Dominica with the Leeward Islands had done Dominica no good.

Dominica differs in regard to formation, language, religion, and industries, from the other Leeward Islands, consequently it has given the Confederation more trouble than the other islands, and Dominican business is frequently put on one side and allowed to wait till the crisis is past. Its peculiarities call for different laws and not for similar ones.

There has been, and still is, much friction in the working of the legislative machine.

The contribution to the payment of the Federal officers is considered unfair, the money's worth not being obtained, and the money being spent out of the island.

There is no adequate return for the Federal quota.

Had Dominica been federated to the Windward group there would have been no cause for complaint. The similarities being much greater between her and the Windward Islands.

Would prefer Dominica to stand alone.

There is no officer resident in the island who can act on an emergency.

A prisoner, for instance, once almost caused a mutiny in the jail. The justice decided this man should be flogged. But as the Governor's sanction was needed a despatch had to follow the Governor about the islands, and the man was let go before an answer was received.

It is complained that answers to despatches are delayed often for long periods.

Government officials at times give cause for dissatisfaction unnecessarily.

Things would work better under a Lieutenant-Governor.

The Governor's sanction is needed for even the smallest matter; there is too much centralisation.

Want of promptness in dealing with matters gets the Government a bad name with the people.

He remarked that he would no doubt be put down as an enemy of the people for having expressed his views freely, but he was glad to say he had the courage of his opinions.

The Commissioner thereupon stated that he desired it to be distinctly understood that the object of the inquiry was to obtain full information concerning the affairs of the island, and as it was his desire to obtain the honest opinion of all those summoned to give evidence he should feel very sorry to think that any hostile feeling should be evinced in any way towards anyone in consequence of evidence given on oath before him.

APP. B.

Dr. Nicholls afterwards supplemented his evidence by a memorandum, dated 6th December 1893, and a subsequent one, dated 18th December 1893.

Appendix C.,
Nos. 19 and
20.

Mr. JAMES COX FILLAN, Planter.

Was formerly clerk to House of Assembly, and once a nominee member for 36 hours.

Has estates within a mile of Roseau.

Cultivates chiefly cocoa and limes, and employs a considerable amount of labour.

Sometimes has difficulty in getting labour. The quality of the labour on the whole is satisfactory.

Has given up sugar cultivation owing to the sugar crisis.

The upkeep of his estate now does not require so much labour as it did when a sugar estate.

Buys limes and minor products from small producers.

Small producers are growing more limes than formerly.

Ginger is grown to some extent and might be further developed.

Electives should predominate in the Assembly.

Federation has not done much good.

Would prefer to have the island officers residing in Dominica.

Decent bridle paths should be made before carriage roads are attempted.

A regular coasting steamer would decidedly help towards the development of the island.

Attributes discontent in the island to the people wanting to have a hand in the spending of the money raised by taxes.

The cultivation of Dominica is in a transition state.

The present existing state of affairs is not satisfactory.

The legislature is unsatisfactory.

The way business is done is unsatisfactory; instead of having heads of departments residing among them, they have only subordinates. The administration is expensive and inefficient.

The works recently carried out under loan are not commensurate with the sum raised, nor is there any guarantee that the money specially devoted to a service will be so expended.

Mr. Wm. Davies supplemented his evidence by handing in the draft of an Act of 1888 for transferring certain powers to the Federal Assembly from the Island Legislature.

Appendix C.,
No 21.

He brought forward as additional causes of discontent to those given in his previous evidence—

(1) that the police acted in an illegal manner on the occasion of the recent disturbances at La Plaine, and that no inquiry had been instituted by the Government;

(2) that poor people unable to pay their land tax were ejected from their houses.

He begged the Commissioner personally to inspect the work done on the road from Roseau to Layou, where so many bridges and abutments had been carried away by the rivers; also the dam at Hodges, on which much money was spent without any return whatever.

Court House, Roseau, Monday, 4th December, 1893.

Mr. ACTON DON LOCKHART, Nominated Member of Assembly, Unofficial; Planter.

Nominated first in 1882, resigned the same year, subsequently nominated in August 1883, since which time has been a member continuously.

Considers that the advantages of Federation have predominated over the disadvantages. Some recent advantages may not be entirely due to Federation. Better public officers, however, are secured under it. The chief advantage undoubtedly is education.

APP. B.

Appendix C,
p. 22.

Mr. Lockhart here submitted a paper which he read.

Federation should be carried still further.

The local Assembly should deal with roads, waterworks, streets, and buildings.

Matters connected with exports and imports and real property should be made federal.

The tenure of land in Dominica is practically the same as in the other islands of the Federation, though there may be slight differences.

Is satisfied with the House of Assembly as at present constituted, with one reservation.

There are five official and two non-official members; these two non-official members should be made permanent. The elective side would then feel more confidence in the non-official members.

The present proportions are fair.

If the Electives were increased, there would be a standing opposition always in the majority. This might be the result, but would not be the inevitable result.

Public works under loan have not given an adequate return.

Mismanagement is the chief reason of this.

The Assembly and Road Board seem to have had as much control as was necessary, but apparently helped and abetted in expenditure.

Further control by the House would have saved in small matters.

Was not present on the occasion, but believes that bridges were voted for by House before the rivers had been surveyed.

There has been a considerable amount of advancement in recent years in Dominica.

The houses about the town of Roseau are improved. The town, its streets, lighting, and cleanliness have all improved.

Postage and Courts of Justice show improvement.

The food of the people in the country districts is better.

Lighting is better in the cottages, as also clothing and general comfort.

These advantages might have been obtained without Federation.

The churches about the island are better, wood has been replaced by stone in the building of them.

Discontent undoubtedly exists in the island, and dates from about four years back. It may be attributed to the increase in the land tax.

A fair price is not obtained by the small producers for their products from the dealers in Roseau.

Another cause for discontent is the suppression of smuggling and stopping of small stills, which were used for making rum for home consumption.

Prior to 1888 stills all paid a still license of 10s.

At this date it was increased and a rate per gallon substituted, which put a stop to illicit stilling by small stills.

All stills are now under lock, and cannot be opened except in the presence of a Government officer.

Is not satisfied with the system of collecting land tax.

The tax is unfairly assessed.

The peasant proprietor pays in much larger proportion than the big proprietor.

Is himself a member of the Valuation Commission.

The export duty was in the minds of the Commissioners when the valuation was made; hence when the export duty was removed, the small man did not benefit thereby to anything like the extent that the large producer did.

There should be no re-valuation.

The tax should be made per acre, except in Roseau, where it should be rental.

A fair amount per acre would be from 4d. to 6d. as an average over all.

There should be separate rates for barren land and land in culture. Does not see what other means could be employed than selling property to enforce payment of the tax.

Would not be in favour of the same method of enforcing payment as in the case of non-payment of road tax.

In case of default in payment of road tax, would be in favour of imprisonment of defaulter as a debtor.

For mere non-compliance of payment imprisonment with labour is unfair.

People pay fairly well and willingly, if properly managed. Reluctance to pay often arises from want of good management.

Inability to pay is, as a rule, the only cause for non-payment of road tax.

Compulsory labour for men on roads should be about four days in lieu of 3s., and for a woman two days in lieu of 1s. 6d.

The continuous work for the week is hard on a man who during that week has no time to attend to his own affairs.

Government would not lose if such a reduction were made, for although a larger number would give their labour at four days, instead of six as now, they would do more efficient work.

The Road Board is responsible for the allotment of expenditure to districts.

The Government officer is in charge of the work in the district.

A Road Constable is a permanent official in receipt of 20s. a month, and 1s. 6d. a day additional, as driver.

This man, instead of acting as driver, employs others as drivers, and goes round as overseer with the Government officer.

It is a cause of discontent that people are taken long distances to work at times.

This depends on the Government officer.

Sixteen is too young an age to begin to work on the roads. The minimum age should be 20. Then discretion should be allowed to a magistrate to exempt for a period.

Exemptions are made in case of illness.

People who have not paid the tax at the end of February are turned out to give labour. Those who have not paid either way come before the magistrate.

A man who has been ill when called on is usually exempted.

A good deal of discontent arises from the fact that the second-class roads do not receive the attention they should. In many places not even a beast of burden can negotiate these second-class roads.

Means of communication should be extended by water.

Cart and carriage roads are impossible. Grand Baie and Roseau, for instance, which are 8 miles distant, cannot be so connected.

A coasting steamer would be the only means of developing the resources of the island.

A suitable road round the island for the conveyance of produce is almost an impossibility. People will not go into the interior to develop forest land till the coast is properly settled and worked.

There are tracts of land on the Windward coast with a soil that could not be made to produce crops with the present methods of agriculture in the island.

There is some land suitable for stock raising.

The largest number of peasant proprietors live round Grand Baie.

They produce some sugar, and sell it to the local dealer in Roseau, who sometimes exports on commission.

There is a good deal of substitution of cocoa and limes for sugar going on.

There is a prejudice against putting old cane lands under new cultivations.

The fall in the price of lime juice will be heavily felt next year.

The peasant does not extract juice from his limes himself, but sells them to big men as fruit.

The cost of transit to Roseau cuts into profits received by these peasants.

This will help to check further growing of limes.

The least price that will pay production of limes is 9l. a hogshead; present price is 10l. to 12l.

The fall in the price is due to increase in production.

The raw product has fallen in value, while citric acid has not.

Cocoa may also be affected by over-production.

The price of Dominica cocoa has risen markedly since 1889.

Africa is competing now in the cocoa market.

In coffee cultivation leaf-blight is prevalent on the Windward coast. The production is not increasing in his district.

In two years a small return is got on coffee, and in three years a fair return.

People are unthriftly, and have very little ambition to get beyond a certain point.

A good deal of the poverty is attributable to their unthriftiness.

Labourers are better off than peasant proprietors.

When a labourer becomes a peasant proprietor, he ceases developing.

A thrifty man is looked on not as having benefited by his own efforts. The state of jealousy against him is dreadful. He is thought to be in league with the unknown, and people will put every obstacle in his way.

APP. B.

The spread of education will tend to destroy this and other superstitious beliefs. Mesmerists, and quack doctors working "obeah," frequently come to the island, and have a considerable hold on the people. Such a case occurred in his own district recently, when proceedings were taken.

Superstitious practices are illegal.

Such cases are difficult of proof. There was one recently in Roseau.

The people are law-abiding and religious.

In St. Andrew's and St. Joseph's the people are chiefly Wesleyans, and these are the most enlightened parishes.

The priests have not as much influence now as formerly.

The franchise is low enough. Many now on the register under the head of property qualification are not really entitled to vote.

Education was made compulsory in 1890. This might have happened without Federation, but Federation brought pressure to bear on it.

The magistracy and administration of justice are greatly improved since Federation. The judicial arrangements are entirely federal. The Superior Court is a great boon.

Is dissatisfied with the way the police perform the duties; they are more efficient than before federation, but are still very inefficient.

They are very slack in detecting crime.

Their want of knowledge of the patois does not affect this. They have no difficulty in making themselves understood.

The medical service is a decided cause of discontent. The district medical officers do not perform their duties efficiently; their districts are too extensive; for instance, such a district as that extending from Soufriere to Rosalie, seven hours' ride, is too large for one man. Their visits are not at fixed periods; short notice is often given of their intention to come, and then in bad weather they do not always come. They often do not understand the language. The money paid now to medical officers is almost a complete waste.

Proposes, as a remedy, to have a larger number of medical officers fixed in given centres; for instance, within two miles of a parish church as a centre.

700*l.* a year more than at present would be needed to get such an efficient service as described.

Otherwise would abandon the plan of district medical officers and increase the out-patient department at the hospital, making it a dispensary and infirmary, with one or two officers attached to attend cases in different parts of the island.

The decrease in population is largely attributable to mortality arising from insufficient medical relief, especially among children.

Has himself had to set limbs and doctor people.

Boat tax is hardly a general grievance, but if the tax could be reduced by half, it would give satisfaction.

It has been in existence a long time.

Mr. WM. CROMPTON, Planter and Merchant.

Is a native of the island.

Has never taken part in political life.

A great deal of friction exists in present state of political affairs.

Would prefer that the elected element should not have a majority of the House of Assembly.

Think present proportions sufficient.

There should be more unofficial nominated members in the Assembly, with greater freedom of action.

There certainly has not been a fair return for the money expended in public works of recent years. There is nothing to show for the money raised, with the exception of one or two bridges.

Means of communication should be opened up in the island.

Coasting steamer is most important, but the main roads should be kept in order without incurring extra expense.

His estate was originally in coffee.

Has revived its cultivation and introduced limes.

Believes largely in the future of coffee, owing to its failure in Ceylon and the disturbances in Brazil.

Grows both Arabian and Liberian coffee. Arabian attracts the leaf disease more than Liberian.
Has recently got 95s. per cwt. for Liberian.
Coffee might have a great future in the island.
There is a large deficiency in the coffee crop this year.
Overabundance may bring down prices.
The want of new blood and capital is a cause of the backwardness of the island.
A new comer finds it difficult to obtain property; it is often so tied up.
Many own properties and will neither sell nor cultivate them. Such estates pay taxation on a low valuation.
Things are in *statu quo* commercially.
A good cocoa crop makes a great difference.
Dominica cocoa is advancing in price but fluctuates.
Has no difficulty in getting labour, but if men do not wish to work you cannot make them for love or money; other estates find some difficulty.
On the whole there is improvement amongst the poorer classes near Roseau, and in some country parts in housing, &c.
Land tax originally was a good tax. The raising of the tax 400 per cent. was a great mistake and cause of discontent; when the export tax was taken off the exporter and large estate owner gained, but not the peasant proprietor.
The small proprietor did not get any larger price for his produce on reduction of export duty.
People grumbled that money raised for the road tax in a particular district was not spent in that district.
As a whole the people are not thrifty.
Colony suffers by a Governor being removed, and so there is a want of continuity in the line of action which he may take.
When serious policy is inaugurated by a Governor he should remain in order to answer for the works he has undertaken.
A further expenditure is necessary in order to carry out the present Governor's policy. It would be a disadvantage if it were not carried to a conclusion.
The Commissioner has no power to decide on questions arising in the island. For instance, quarantine orders have to come from Antigua.
Delay and trouble is caused by such reference.

Dr. W. R. WILLIAMS, District Medical Officer, Planter.

Has been 12 years in the island.
Has been a nominated member of the Assembly.
Thinks that to get success with Federation it should be very much closer; there should be only one treasury.
Would not like to say they would not be better off if Dominica stood alone, and affairs on the spot were attended to on the spot.
The form of Assembly is most unsatisfactory.
Electives know they can be out-voted. Nominees know that Electives will always discount the value of their votes because they are Government nominees.
Would not like to see the number of Electives increased.
It is difficult to find suitable men.
Governor should nominate independent men for the session, and not men removable at pleasure.
Has seen very little improvement in the island itself.
Within the last few years some abandoned estates have been reworked.
People are discontented because they think they are overtaxed.
Everyone is poor and finds it hard to meet the taxation.
Discontent proceeds from the fact that too much has been attempted in the way of public works and too little done, especially on Windward coast, which is sparsely populated.
There are more doctors than the country can afford now, though adequate medical attendance on the people would require that there should be 15.
Cultivates lime and cocoa and some coffee.
Looks forward to future prosperity with increased production.

APP. B.

Capital originally introduced for sugar was withdrawn on the failure of sugar in Dominica.

Hopes that now attention is paid to other products, the place will become more prosperous again.

Thinks a coasting steamer would be very important in developing the country, but other means of communication should be opened up.

There is no adequate return for money recently expended in public works.

Poor law expenditure is excessive; poor house, hospital, and medical officers cost last year 3,856l.

This expenditure was chiefly incurred on the poor house.

An admission certificate is written by a doctor or priest, not knowing if the individual to be admitted has friends or relations.

There should be a most careful inquiry before the admission of a man as a pauper.

There are instances of people with children able to support them, and properly admitted.

There should be a relieving officer to inquire into every case.

People admitted should be made to do some work, there is no work test in the workhouse.

There are 100 to 150 inmates.

Mr. E. S. DAWBINEY, retired Merchant.

Was once elected member of Assembly, and afterwards nominee of the Crown.

Was member of House at time of the passing of the single chamber measure in 1868 which was considered good after it came into operation.

Was not a member at the time of Federation.

There has been no advantage in Federation as far as government is concerned.

The old form of government was far the best, when the island was under Lieutenant-Governor.

Federation has conferred no benefit on Dominica.

The old form of government with a majority of Electives would be far preferable to the present form.

If nominated members were allowed to vote freely, things would not be so bad as they are.

The island is in a very bad way financially.

There is little prosperity among the people, although there may be individual cases of wealth.

Some money has come in from Venezuela.

Discontent is owing to the heavy land taxation, and also to the road tax, and to the fact that if the people do not pay this tax they are taken away to make roads for other parts out of their own districts.

The money recently raised has been squandered.

Was in favour of Governor's plan as originally introduced.

Capital is not invested in the island from the difficulty of getting produce shipped.

Where estates are reworked it is due to American vessels calling.

Shipping is difficult and dangerous on the Windward coast.

A coasting steamer might pick up produce as the American steamers do now.

The land tax falls very heavily on the poorer classes.

The import duties give trouble and annoyance.

Mr. I. St. ORDE, small Planter, formerly Shopkeeper.

Has three or four small properties, with an overlooker on each, in St. Mark's, St. Luke's, and St. George's parishes.

Grows principally coffee, cocoa, and provisions.

Employs some labour.

There is not an improving market for produce.

Has been engaged in cocoa and coffee production for 25 years.

There is a general discontent, arising from over-taxation, the people are too poor to meet it; they have no capital.

Discontent is increasing.

This year's coffee crop is bad, owing to wet weather and high winds.

There is a want of money to employ labour.

A man investing capital properly in Dominica would be sure of a good return.

In coffee a capital of 200*l.* would get a return of 40*l.* a year, with attention, after five years; the crop should go on doubling up to five years.

The road tax falls very heavily on the people.

Has seen a man over 80 years of age taken to gaol as a defaulter.

Exemption is not always claimed when it might be, and when claimed not always granted.

People complain that labour on the roads is rated at too low a price.

They complain also of not being called out to work on their own roads.

Land tax is hard on people because they have not the money to pay it.

Government bought in one of his properties for non-payment of tax.

Does not remember if he received an intimation of the sale.

Has a property of 140 acres in St. George's which does not produce anything; it fell out of cultivation for want of roads, but he still has to pay taxes on it.

There are many other small properties in similar case.

A shed was promised to cover people in the market; this has not been built.

The land tax is too heavy; if the tax is not paid the added charges are too high, preventing payment altogether.

Almost every month a tax of some kind is paid. Separate demands are made for each, every half year. Formerly the taxes were paid yearly.

Crown lands could be put to good use by allotting to young men 5, 10, or 15 acres to cultivate at a small rate, say first two years for nothing.

People would take such an offer on the chance of eventually becoming owners.

This would be a means of revenue.

Not far from the town there are 300 acres lying waste.

Compulsory education is doing good, but parents are often so poor that they are taken before a magistrate because they cannot pay the fee.

The mother wishes to see her children educated, but has to take the child away often for want of a fee.

The master should keep the boy at school once he is there.

More boys should be sent to Skerret's School.

There should be an island police. The present police do not understand patois, which causes great difficulty in case of Government officer's search, delivering letters, serving notices, &c.

But no Dominican would serve under the present inspector.

The present inspector's salary is too high, the work could be done by a sergeant at 80*l.* a year.

The people are very law abiding.

Taxation on tobacco is too heavy, which thus encourages smuggling from the French islands.

The revenue officers cannot catch the Frenchmen who bring the tobacco over.

Is in favour of re-imposition of export tax, which did not press on the poor producer.

Indirect taxation would suit Dominica best.

The present constitution of the country is bad, as the Electives are always swamped by the Government vote. Electives should have a majority of votes and control of expenditure. Had they had it the last 30,000*l.* would not have been wasted.

Small proprietors do take some interest in politics.

Another 10 or 20 years of education will show a great improvement in this respect.

Court House, Roseau, Wednesday, 6th December 1893.

Mr. F. W. RANKIN, Managing Director, Dominica Plantations Company.

Came to island in 1888, left in 1890, and returned in 1892.

Is chiefly interested in limes and cocoa, intends to plant coffee shortly.

Has avoided politics.

Would not care to give any opinion at all on the constitution of the Assembly.

Has seen no improvement in the housing of the people.

Has only a few houses on the estate for labourers.

The best men are allowed a patch of land.

Most of his labourers came from Roseau.

APP. B.

During the lime crop more people are employed as gatherers, chiefly women. As a rule employs about 100 hands. Ten per cent. of the labour is fairly good. Men will not work without drivers over them. Always endeavours to get work done by the piece where practicable. The people prefer piece-work.

Women do not seem to care to make more than 3s. 4d. to 4s. a week. They like piece-work because they can finish their tasks by mid-day. The working hours are from 7 o'clock to 12 and 1 to 5.

Appendix C., No. 23. *He referred to certain statistics he had prepared showing a serious falling off in exports which he handed in, together with instances of valuation for land tax, &c.*

The loss in exports is largely due to the falling off in sugar, decrease of population and abandonment of estates.

Imports have been gradually increasing since 1887.

More food stuffs have been imported.

The values of the exports are fictitious and would fall below their actual value, especially in the exports to Great Britain.

In exports to the United States the values are much more correct owing to consular declaration needed.

The present system of raising revenue presses hardly on everyone engaged in planting.

The land tax is exceedingly objectionable to small proprietors all over the island.

The direct taxation is too heavy.

Is in favour of indirect taxation.

An export tax would suit the requirements of the people far better than the land and house tax.

Does not, as a rule, buy cocoa and limes from small producers, as he thinks it encourages their propensity to thieving.

Thinks the planter was in a better position under the old régime.

The land tax is unevenly administered.

Direct taxation is objectionable where people are ignorant and illiterate.

The land tax is consequently difficult and costly of collection.

There are many small unworked estates on which the tax has to be paid.

People do not realise they should cultivate their land. A valuation of these small estates or making them pay an acreage tax is almost impossible.

A re-adjustment of the import duties might give as much as the land tax without an export duty being added.

Indirect taxation is certainly best suited to the community.

Merchants in Roseau who buy from small planters and export in large quantities are exempted from payment of this land tax, the trade license not being in proportion to their profits. It would thus not be unfair to subject them to the payment of an export duty.

Is certainly unsatisfied with valuation for land tax as fixed now.

Valuations should be made by experienced planters and not by officials, often young clerks quite ignorant of planting.

Does not think an acreage assessment possible. So much of the large estates are uncultivable.

A survey with this object would be difficult and expensive.

Small proprietors also crowd their trees far too closely together, so that the yield is not what it should be per acre.

The valuation law of 1886 is most unsatisfactory, and would need revision if the tax were continued.

No basis is laid down for valuation.

The Commissioners are required merely to assess the value "according to the best of their judgment."

Appeal is made by requesting re-valuation by the Commissioners, but the gentlemen who would probably be sent round by the Commissioners would not be capable of judging of values.

The incidence of the land tax is great cause of discontent.

In default of payment large numbers of houses and lots have been put up for sale. This has driven people out of the country.

They do not understand they can redeem their land, and so abandon it. If they do redeem, the extra charges are often more than the amount of the tax.

People are afraid of being assessed higher on re-valuations, if they plant, and are unwilling to extend their cultivation or improve their properties.

For some time there has been no licensed Crown surveyor in the island, and many states are waiting to take out certificates of title.
 A certificate without a map is waste paper, and this map it is impossible to procure.
 This militates against the introduction of capital into the island.
 Does not attach much importance to the cry of "Dominica for the Dominicans."
 Labourers are very willing if kindly treated.

Mr. WM. DAVIES, re-examined.

Is satisfied with existing franchise, which is lower than in other islands.
 A man has to apply to be put on the register.
 No difficulties are put in the way of a man desiring to purchase property.
 So far as industries are concerned the cry of "Dominica for the Dominicans" does not exist, but as far as it relates to the Civil Service it certainly does.
 The matter of survey is easy of remedy by making an appointment of a surveyor.

Mr. H. A. FRAMPTON, Estate Manager and Owner.

Thinks the land tax should not be abolished altogether.
 Has not himself fault to find with the land tax.
 Does not take much interest in politics.
 Nominees seem to act as dummies in the Assembly.
 They should be independent men, who could speak and vote without fear of losing their place at the wish of the Government.
 There is a lot of discontent arising from the unequal incidence of the land tax.
 If indirect taxation were increased, the people's food would suffer.
 At a distance from Roseau there is some difficulty in obtaining labour.
 Is engaged in cocoa and lime growing.
 "Settlers' cocoa" seems to be improving.
 A good many people trade in limes.
 If men buy limes, it is a great advantage to the small people.
 The fact that Roseau does not pay road tax induces people to live in the town itself.
 Land tax is good, as it will prevent people holding in order to sell and leaving the land uncultivated, as they are now doing.
 Finds great fault with the valuation, which is always raised on improvements.

Mr. J. JONES, Curator, Botanical Station.

Rears plants for sale at a small cost. Mainly cocoa, coffee of two sorts, Liberian and Arabian, kola nuts, vanilla, spices, limes, oranges.
 The demand has chiefly been for coffee plants this year, last year it was for limes.
 Cocoa is obtained from Montserrat.
 The charges made simply cover the cost of seed, the rest is found by the Botanical Station.
 The larger cultivators take the majority of the plants.
 Cannot say if all small cultivators know of the advantages of the station.
 Will sell as little as one plant.
 Has not been able to supply the demand, which is increasing, as the funds at his disposal are not sufficient.
 Has plenty of space in which to extend his operations.
 Montserrat cocoa obtains a higher price than Trinidad cocoa.
 Small cultivators chiefly take limes.
 Cocoa plants are 2s. 6d. per 100 in bamboo pots.
 Price for cocoa is 6d. per pod, the price given in Montserrat.
 Cocoa is delicate in the young state.
 Has sent out about 2,000 orange plants this year of the indigenous plant, but hopes to get a better plant.
 Does not use manure.
 Good natural manure is far better than artificial.
 Has to send weekly and monthly reports to Mr. Barber at Antigua.
 Any demand over 1l. has to go to Antigua to be signed by the Governor.
 Has six men and six women working in the gardens, and two men in the nursery.

APP. B.

The previous curator sent out 9,000 plants in 1891.

This year the station has already sent out over 20,000.

Has never had complaints as to plants sent out; as a rule the plants have done well.

There is now a great demand for Liberian coffee.

Mr. W. J. H. DUPIGNY, Druggist and Owner of a small Lime Estate.

Does not use native drugs.

Thinks land tax is fair in principle, but thinks in many cases the smaller properties have been over-valued; on the other hand, large properties have been much under-valued.

Thinks 2 per cent. too large an amount to be levied all round.

Poor man's property is doubly weighted, as he is assessed higher in proportion to the wealthier man.

Trade has somewhat improved in the last few years.

Emigration is not due to bad laws; it commenced in the sixties, when the country was better off than it is now. It is owing to men going to the mines.

Federation has been a disadvantage, as under it salaried officials live away from the island and the accounts are not properly checked.

The circuit of judges, however, has been a great advantage under Federation.

The metayer system of cultivation, often in use, has led in some cases to people being turned out without compensation.

Great difficulties arise when in such a case ownership changes hands.

It is in use in Grenada and Trinidad, and if properly regulated would tend largely to increase the production of the country.

A tenant either gets half, or is paid so much a tree.

The written agreement is a recent introduction.

That many have been turned out without compensation is a cause of discontent and has acted as a deterrent to increased production.

There has been a growth in the island expenditure to meet the many improvements of late years.

The money recently raised by loans has been squandered without an adequate return.

The number of the Electives in the Assembly should not be increased.

The voters' list contains a lot of plural votes, and many illiterates.

The voters' list, with only 550 on it at a low franchise, shows the poverty of the country.

It would be unjust and unfair to extend the franchise.

There should be three independent Nominees appointed unconditionally by the Governor-in-Council to hold their seats for a session.

At present the Nominees are not able to vote as they like.

Mr. HY. HAMILTON, Elected Member of Assembly, Merchant.

Purchases from small producers.

Has been buying cocoa and coffee principally.

There is a slight improvement in "settlers' cocoa."

Coffee is brought in for sale insufficiently cured, so as to weigh heavier. Quality is good; it is chiefly Arabian.

Cocoa shows better quality this season.

English market governs prices given.

There is discrimination in local prices, according to quality. Small producers' cocoa is generally of low quality, but shows improvement.

All purchases are on a cash basis.

There are three or four other purchasers from the small producer in Roseau.

Portsmouth is also a centre for purchase of small produce. The produce comes from all over the island, principally water carried, almost exclusively so from the Windward side.

A woman can carry 50 lbs. of coffee on her head, value about 1l.

In St. David's discontent arises from no inquiry having been held into the real loss of life at La Plaine.

The police were said to have fired on that occasion without orders, but there has been no judicial trial of anyone.

There are no difficulties put in way of capitalists intending to settle in the island, but very few come.

Mr. JABEZ BELLOT, Elective Member of Assembly, Planter.

Produces cocoa, limes, and sugar.

Has no difficulty in obtaining labour; the quality of it is good.

Found the metayer system in vogue, but has introduced written agreements making the people plant according to directions and allowing them the use of the ground for a certain time.

Has about 14 metayer tenants. Finds the practice an easy one.

Does not know if the practice is of long standing.

When cocoa is taken over by the owner, the tenant under agreement receives the remuneration agreed on beforehand.

It is the cheapest way of cultivation, because the quickest. The people work up the land quickly to get their returns.

At the end of one term a new contract is opened with them for cultivating another piece of land. They live on the estate.

Does not purchase limes.

Peasant proprietors are improving in the way they cure their cocoa.

Coffee has not been taken up largely since the blight and hurricane of 1834, which destroyed the trees.

Coffee grown in Dominica in the old days was of a high quality.

People seem to groan under the taxes, especially the land tax, which presses directly on them.

A peasant finds more difficulty in paying on the land than in paying the road tax.

When children cannot produce their weekly school fee they are sent back, which works against education.

Education should be entirely free.

Mr. JORN MADGWICK, conducts Mercantile Business.

Has been four years in the island.

Prosperity has not increased in the island of late years.

Judging by sales, commercial affairs are not improving.

Sells every description of goods.

Poor people bargain over their purchases.

Objects to giving credit.

Electives should outnumber Nominees in Legislative Assembly, in order to secure a better control over public expenditure, as, for instance, over the recent loan, which was wasted.

The island cannot bear further expenditure.

A coasting steamer would be far better than expenditure on roads, it would benefit the poorer proprietors.

The land tax and road tax form the chief subjects of complaint.

Indirect taxation would be far better.

Would re-impose the export tax.

Does not see his way to any re-arrangement of tariff, which would increase revenue.

Would prefer the old tariff to the present one.

Indirect taxation is not so much noticed as direct taxation.

Treasury is undermanned and causes delay on this account, not from inefficiency.

Delay of half a day often occurs, which causes loss to merchant, who may lose sales thereby.

Mr. HAMILTON ROLLE, Merchant.

Purchases to a large extent from small producers.

Buys cocoa, coffee, sugar, and limes on small scale to pickle and export to United States.

APP. B.

Cocoa has not much improved in quality.

In preparing cocoa its quality largely depends on the weather during drying.

Prices of cocoa depend largely on the stage of drying at which it is sold.

There is discrimination in prices offered by the merchants in Roseau for produce.

In 1878 the high price was a large incentive to increased production.

Purchasers are entirely guided by the English market.

A difference of 10s. per cwt. in England only allows a difference of 5s. in Dominica.

Attributes discontent directly to land tax.

Would prefer the export tax to be re-imposed.

When the export duty was abolished competition secured the benefit to the small producer.

Small producers are getting more for their produce than if they shipped it themselves because the trader deals in larger quantities.

Has lost by dealing in oranges, exporting to New York, chiefly owing to irregularity of steamers calling.

Regularity of steam communication would develop the fruit trade very largely.

Sea is the natural high road of Dominica.

A coasting steamer would be very valuable.

Present bridle roads, if kept in repair, would be sufficient for the needs of the island for the bringing of goods down to the sea.

Main quantity of produce purchased comes in sloops to Roseau.

These sloops belong to natives who are not traders.

Payment now is made in cash for produce. But credit is often given to people in shape of cash advances to meet payment of taxes, and, as a rule, they are fairly honest.

Where goods have been advanced to a man, he brings his produce in payment.

Does not himself charge interest on cash advances.

Very few wish to deposit money with him.

Will give out 150% to 200% in silver in one day, which does not go back to the bank.

The actual bullion to a great extent is taken out to buy goods in Antigua or elsewhere.

Hoarding is not general.

Bank will not give notes for silver.

The island should be better looked after by the authorities.

The people have been labouring under great disadvantages and deserve great credit for the way they have recovered since the hurricane of 1883 and sugar crisis of 1891.

This recovery is owing chiefly to the extension of cocoa planting.

The cultivation of ground provisions is interfered with by American corn.

There is no fire brigade in the town.

Money is paid for roads, which are not looked after, also for wharfage tax, for which there is no adequate result.

The market is open to the rain and weather.

There should be more representative members in Legislative Assembly.

People would then have means of fulfilling their wishes.

Court House, Roseau, Friday, 8th December 1893.

Mr. C. MUSGRAVE, Registrar and Provost Marshal.

Is Registrar of deeds, Supreme Court, and titles.

Has been in Dominica only since May 1892.

Was in Registrar's Department since 1874 in Antigua.

Has nothing to do with the road tax collection, but with collection of other taxes in arrear.

Handed in statement of procedure for recovery of land and house tax.

Thinks provision for notice to defaulters is sufficient.

The levy itself is a notice.

An officer who levies has power to seize goods, chattels, and growing crops, but this power is not exercised.

Government has purchased many holdings for default of taxes.

The owners are allowed to remain in possession, as a rule, by the Government.

Appendix C.,
No. 24.

It is conceivable that a property might change hands without the real owner becoming aware of it.

Government only purchases for amount of tax in default and costs.

Has received instructions lately to bid properties up, but does not think it a safe plan.

Amounts paid for purchases by private individuals, though higher than the Government bids, are very much lower than the real value of the properties.

Special notice should be given to a defaulter when the purchase is made by a private individual.

Properties in St. Peter's and St. George's are overvalued for taxation.

Very small properties are often sold by the Government.

In order to obtain title to a property so sold, the purchaser has to allow six months to expire before applying, during which the defaulter may redeem.

Till the new Act the defaulter had to move to recover possession; now, during the six months, payment of tax and costs will readmit him.

If a defaulter redeems in the case where his property has been purchased by a private individual, he has to pay in addition to tax and costs 6 per cent. per annum on the amount of the purchase money, which is refunded to the purchaser by the Treasury. This is an additional reason for giving him special notice.

In the case of purchase by Government the 6 per cent. is not required.

After six months, in the case of a purchase by a private individual, defaulter can only redeem by private arrangement with purchaser.

There have been 12 cases where the Government has taken the extreme step of evicting defaulters from land property.

The Government has prosecuted in 75 cases for trespass by the original owners on lands bought by the Government for non-payment of tax.

These 75 were test cases, most of them having paid no land tax since the Act came into force; a great many have not been disturbed in their possession.

Register of titles to properties is complete as far as cases have come under the Title by Registration Act.

Registration is optional.

There is a good deal of recording of deeds.

Records mortgages.

There is not a large amount of mortgage outstanding on holdings.

Mortgages are kept in record books apart from the title registers.

The Act provides that all deeds be recorded, the fee is 9d. a folio.

Previous to the Act of 1881, deeds were registered from 1765 under local Acts.

There has been no case in last 18 months of mortgages being foreclosed.

Six per cent. is average rate charged on mortgage.

Land and house tax is a charge on the property.

Small holdings might be relieved of taxes under land and house tax, the cost of collection being out of all proportion to the amount received.

Would put the limit at 25% valuation.

Tax on cane land in Antigua is 5s. per acre; here it is 2s.

Identification of small holdings gives great trouble and difficulty, and a very inadequate return in taxation. It would be a great boon to Government and people if the tax were reduced, as proposed.

Taxes should be collected yearly instead of half-yearly, say, in November.

The costs would then be a great deal less for defaulters.

It does not facilitate payment to have taxes collected in half-yearly instalments.

AUGUSTE FRANCIS, Chief of Carib Indians.

Handed in a statement on behalf of his people.

They only make baskets and canoes.

They pay no taxes, but have to keep up the roads in their district; they are badly off.

He wrote to the Governor on subject of education, but has received no reply; they are in want of a school.

A hospital is badly required, as invalids have to be brought to town.

The doctor makes a passing visit, but does not stay any length of time.

Settles disputes among his people, but when they will not listen to him sends them to the magistrate.

Was glad to hear Commissioner intending visiting his district.

Mr. C. R. LAUDER, Government Officer of Roseau District.

Is supervising officer for stills.

His duties are collection of taxes, supervision of roads, and protection of revenue.

Receives taxes for the whole island.

Does not get a percentage.

Government officer determines where money is to be applied to a road.

Prepares an estimate for first and second-class roads, and makes monthly requisitions to Road Board.

Has only 300 statute labourers for three parishes, and so cannot attend to second-class and third-class roads.

His estimate of money necessary for upkeep of roads is never granted in full.

Last year estimated for 670% to repair 23 roads. Does not think he had half of that to spend.

Thinks that if each Government officer could expend up to his estimate for three or four years, they could afterwards reduce them considerably.

Encourages money payments for roads, as statute labour is unsatisfactory.

Labourer on roads works badly, partly because he is working for the Government, partly because he is badly paid.

Gets more out of 6 days' paid labour than out of 12 days' statute labour.

Far from taking people great distances to work, instructs his officers not to do so.

Has never taken them more than 2 miles.

Age certificates may be signed by a priest.

Only a magistrate can exempt, and that only for one period at a time.

Certificate of sickness must be signed by a doctor.

Makes surprise visits, so that road constables do not know when he is coming.

Can generally tell, by going over the road, if the overseer has carried out instructions.

Occasionally pays by the piece, but not often.

Judicious extension of piecework would not lead to a better result, as the contractor would expect to make too much out of it.

Has to visit stills. There is not much illicit rum manufactured in the island.

There is some outside smuggling in rum from Martinique, but not so much as people believe.

Coffee and cocoa are taken back in return, and predial larceny is thereby encouraged.

Smuggling in tobacco is carried on to a great extent. Most of this smuggling is done by small canoes.

There is not much discontent with the boat tax. In case of a label being lost, the owner has to pay 6d. for a new one.

Has no difficulty in collecting the horse tax.

It would be a great boon to people if there were inspectors to stamp weights and measures.

Keeps a general register of properties, but not of owners.

The cost of collection of the smaller amounts of revenue from land tax is disproportionate to the return.

If the smaller sums were struck out it would be a great boon to the people, and largely reduce the work of the officers.

Valuation at time of the land tax was badly carried out.

All land on the "Queen's Three Chains" is private property, as far as he knows.

Identification of names leads to great confusion in the case of the road tax, but not so frequently in the case of the land and house tax.

Valuation returns are put in faster than they can be dealt with. There should be more members of the assessment board.

Once a year Government officer makes a return of increases and decreases in valuations.

Many small properties have been sold in his district for non-payment of tax.

People come to Roseau to escape payment of the road tax, which does a lot of harm.

The inhabitants of Roseau have to clean their house frontages; this matter comes before the Board of Health and Inspector of Police.

It is expensive work.

People should be made to pay road tax in Roseau, and be relieved of cleaning the streets.

Mr. FAGAN PINARD, Small Proprietor in Layou Valley.

Cultivates coffee, cocoa, and limes.

Condition of the island is improving, but slowly.

The land tax has led to people leaving the country.

There was no discontent with the export duty, as small proprietors did not feel it.

Land tax raises a cry all through the country, especially before people gain returns from the change of cultivation going on.

Has heard complaints as to incidence of taxation.

Complains of the way in which the Valuation Board did their duty.

Road tax, when paid in labour, is charged at too low a rate, and so the labour is bad.

Roads in his districts are worse now than they were 10 years ago.

The Layou-Portsmouth road is mostly bad.

The main causes of discontent are the land tax and the wasted money of the loan recently raised.

Boats can ply easily to Roseau from Layou.

Complains of having been fined for not appearing when sick at an inquest; the summons also arrived too late for him to have been in time. The Governor refused to interfere.

Complained of difficulties occasioned by action of Treasury officers on receipt of goods imported by him from New York.

Mr. BENOIT F. JOSEPH, Carpenter and Small Proprietor.

Has a small estate to which there is no road at all, although he pays road tax.

Has five or six neighbours in a similar position.

Complains of tenders for Government work not being public.

From time to time people are employed from outside the island instead of natives, who pay taxes.

There are no public latrines in the town.

A poor man does not know where to make his complaints. There is no one on the spot with authority to settle small matters. Letters or petitions to the President have to be sent to Antigua, and then nothing more is heard of them.

A shelter is wanted in the market.

Representatives are outvoted by Government nominees in the Assembly. No attention is paid to what they say, and the taxpayer's money is wasted.

Water tax and water rate both have to be paid for by inhabitants of Roseau.

Mr. H. D. WATT, Small Proprietor.

Cultivates limes, coffee, and cocoa; has abandoned sugar cultivation.

The putting down of stills has led to a smaller production of sugar on the part of the small people.

A small man cannot make a living out of a still.

Would make the license so much a gallon.

Land tax is very heavy, and the costs he has had to pay in default especially so.

The horse tax is not paid by cart and carriage horses, which are also ridden, if necessary.

For seven years no money was spent on the roads on his estate.

When he took out a still license, Government repaired the road, so that the Government officer could visit him.

Would have more representatives in the House.

The waste on loan works has been scandalous. Was eye-witness of the incompetent work being carried out under the recent loan.

Government would not believe when told by the "Electives" of what was going on.

The federal quota is all spent in Antigua by officials who do not pay income tax.

Federation has been a curse to the island.

Mr. W. H. PORTER, Treasurer of Dominica.

Acting Treasurer, 1884-87; permanent Treasurer since July 1890.

From 1887-90 was senior out-door officer in St. Kitt's.

From 1874-78 was in President's office, Dominica.

P. B. Receives revenue and makes disbursements.

Accounts are made up monthly.

Accounts formerly appeared monthly in the Gazette till July 1886. A quarterly balance sheet to 30th June last, was published in September of this year.

The last annual statement was published in 1891 for 1890.

Cannot say why no balance sheets were published for 1891 and 1892.

There is no other way of knowing how the accounts stand, except by the published balance sheet.

A special order is needed to publish accounts. When he became treasurer he found the practice was not to publish them, but has never received instructions not to publish.

The balance sheet to 30th September 1893 shows, besides the debt to bondholders of 40,900*l.*, that there is a large floating debt due to the Leeward Islands Treasury and to the Crown Agents, amounting together to over 26,000*l.*, and the excess of liabilities over assets amounts to upwards of 60,000*l.*

In addition to the liabilities shown in the balance sheet, there is a liability of about 2,000*l.* more for the federal contribution and subsidy to the Telegraph Company for 1893 not yet paid.

28,000*l.* of the next loan will have to go to put the finances of Dominica straight.

A small interest is paid on the floating debt to the Crown Agents, varying according to the Bank of England rate.

Does not pay interest to the Leeward Islands Treasury on overdrawn balance.

Of the present floating debt about 20,000*l.* is due to public works and the remainder to deficiencies of revenue to meet ordinary expenditure.

Between 9,000*l.* and 10,000*l.* of the item 29,000*l.* appearing in the balance sheet under "Road and Bridges Loan Account," has been spent for Crown Agents' supplies; the rest was for local expenditure, of which details would be furnished.

pendix E., 4. The Sinking Fund is practically at compound interest in the hands of trustees, and cannot be used but for payment of debt.

Savings bank money is similarly invested entirely by itself.

The Island Treasury has received credit on account of expenditure on Hodge's dam and saw-mill from the Leeward Islands Treasury.

The items of 12*l.* and 44*l.* for timber works and saw-mill advances are due by other Presidencies.

Of the school pence, one-half is kept by the teacher and the other half paid into the Treasury. The amount is small, 50*l.* would cover it. It appears under the head of miscellaneous revenue.

In explaining the necessary course in levying duty on goods imported, he stated that no unnecessary trouble was caused to merchants. Delay sometimes occurred owing to smallness of staff, which the House had refused to increase. Difficulties that might have arisen in the conduct of business at the Treasury were mainly due to the unsatisfactory state of the Customs laws and to the fact that the public were not always reasonable in their requirements.

Present tariff of 1st February 1892 is very difficult to work. It contains a much larger number of exemptions than the previous one, which was, on the whole, easier to work.

There is a lot of smuggling between Dominica and Martinique. The only way to cope with it is to have a revenue cutter and harbour police.

The Commissioner expressed his satisfaction with the manner in which the accounts of cash receipts and payments were kept by the Treasurer.

Mr. WM. COULL, Magistrate.

There are three magisterial districts in the island.

Was appointed in October 1880 to Portsmouth district, which he did not take up.

In 1882 was appointed to his present district, Roseau.

Was four years in Sherret's Office, Leeward Islands, and four years in the Commissioner's Office; also was acting coroner.

The island is progressing slowly.

There is no more discontent in the island now than there was in 1882.

All road tax defaulters in his district come before him.

The number of people summoned for road tax is sensibly decreasing.

The numbers summoned are largely due to confusion over names.

A summons does not necessarily mean attendance at court.
 Certificates of exemption are given for illness
 People over 60 years of age are not exempted if they have property.
 Hence it happens that, as a magistrate can only exempt for one period, old people are frequently brought up.
 Magistrates should have power to exempt permanently.
 Over-valuation is not uncommon in St. Joseph's for land and house tax.
 Small holders under a certain amount should be exempted altogether.
 Can fine up to 40s. if a man does not appear on coroner's jury.
 Does not believe that the discontent arising now from the land tax is greater than it was in 1882 after passing of the Road Act.
 Want of education and want of roads have helped to make Dominica backward.
 Should say Federation had done good. There is more connexion with the outside world under it.
 The circuit system of judges is a benefit to the island.
 Unauthorised stills are now done away with.
 Smuggling cases are not very frequent. Smuggling from outside is difficult to detect, hence only a few cases come before him.
 Abusive language and assaults form the majority of cases that come before him.
 Population would compare favourably with other West Indian islands as regards crime.
 Police are handicapped by the hard work they have to do. There are none too many in the island.

Mr. Wm. SKINNER, M.A., Cantab, Head Master, Grammar School.

Grammar School opened in January this year.
 Opened with 25, there are now 32 names on the books. Puts probable numbers at 50.
 Before this there was no higher education in the island.
 Has no staff of assistants yet.
 Has been a schoolmaster since 1882.
 Thinks Dominica boys are fully up to the average.
 Boys seem particularly weak in their English subjects.
 There is very little general reading.
 There is no library in the island, which is a great disadvantage.

MESMAIN REMY and ANDREW JOHN, labourers.

Signed a petition sent to Commissioner from Fond Colé.

Appendix C.,
No. 26.

Are tax payers, living on the "Three Chains" below the road.
 When sea is high it touches their houses.
 MESMAIN REMY.—Pays 6d. half-yearly as land tax.
 Does not know if the owner of "Goodwill" estate pays taxes on the "Three Chains" also.
 Pays 10s. a year land tax for a piece of land in the heights and 10s. for a horse.
 Is 65 years old and has to pay road tax under property qualification.
 ANDREW JOHN.—Road tax and land tax are too high.
 The owner of "Goodwill" wants him to pay rent.
 Pays 6d. land and house tax, and road tax also.
 Will be 61 years old this year.

P. F. SIMON, Master of Roseau Government School.

Has 406 boys under his charge.
 Has two assistants.
 There are many whose names he ought to have who do not appear.
 Takes boys from the age of 5 to 15.
 Teaches reading, writing, arithmetic, grammar and geography.
 Has been in charge 33 years.
 Number of boys has increased since the new law.
 Parents are negligent in sending children to school.

APP B.

Fees in higher standards are 3d. in lower 1d. a week.
 Boy has a week's credit to bring his fee. He never prosecutes parents for non-payment. As a rule payments are well made.
 His boys chiefly go into commerce.
 Many who have been at his school are now persons of consideration in the island.

Mr. E. FADELLE, Civil Engineer.

Did not work under Mr. Robins.
 Erected several bridges as engineer in charge on Roseau and Layou road and carried out surveys on Layou flats.
 Thinks no adequate return has been received for money recently spent.
 Has had in several instances to reconstruct work done by others under the loan expenditure.
 Was resident engineer for Copt Hall Bridge, which was carried away by a flood.
 Thinks Layou flats have great capabilities.
 A coasting steamer would be good for the coast, but would be no good to the interior.
 There is a large extent of land which it would pay to open up.
 There are still remains of the old French road across the island.

At the School-room, Portsmouth, 11th December 1893.

Mr. ALEX. D. RIVIERE, Proprietor, Merchant.

Has resided 50 years in Portsmouth, and considers the condition of things now is not as good as it used to be. Federation is the ruin of Dominica. There should be more elected members in the Legislative Assembly of the island. The proportions should be two-thirds elected to one-third nominated. At present the island is nothing but a Crown Colony.

The low price of sugar and the crisis in the sugar trade has caused the Portsmouth district to fall off, where there is not much substitution of limes and cocoa for sugar.

The people are far from contented, being galled with taxation; the taxes which press hardest are the land and road taxes. The direct land-tax presses harder than the old export tax, which was indirect. There is general dissatisfaction with the way the land has been valued. There are complaints of its incidence, but it is mainly against the high amounts to be paid that the complaints are directed.

The high duties on rum and tobacco lead to smuggling. More revenue was raised when the taxes on these articles were lower.

Proposes re-imposition of export tax.

There should be more caution used in spending money. That lately spent on roads has not secured an adequate return; as instances of wasteful expenditure he quoted the purchase of a steam boiler for pumping, and a stone-crusher, both now lying unused and rotting; also the building of a useless saw-mill on the way to Hampstead.

Bridges were often made of bad material.

Mr. J. HECTOR, Schoolmaster.

Has been four years in the district.

School attendance has lately fallen off.

The compulsory system is not carried out in its entirety. Parents are not now summarily dealt with.

Has difficulty in getting the school fees (1d.).

Only advises parents to pay and does not prosecute them. Does not send children away who do not pay their fees.

Judging from the appearance of the children would say that the place was fairly prosperous.

Dr. N. G. COOKMAN, District Medical Officer.

Has been two years in the district; it is his first acquaintance with Dominica.
The food of the peasantry is bad; there is a deficiency of animal food. Fish, and a little salt meat is sometimes consumed.

Mr. E. J. Diggs, Small Proprietor and Shopkeeper.

Represents the traders and labourers of the parish.

Is late bailiff and deputy postmaster.

The prosperity of the island is less now than it was before Federation. Agrees with Mr. Riviere's reasons for this and goes farther.

The taxation in itself is heavy, but the worst of it is the way in which the money raised by it is expended. He used himself to have to collect the land and house tax, but resigned his office on seeing the hardships inflicted by the collection when the tax was raised. The assessment for valuation was unequally made.

It is a great grievance that the elected representatives in the Legislative Assembly have no control over money expenditure in the island.

The road tax is a burden on the people. Before federation the ages for payment were from 16 to 50, now it has to be paid from 16 till death.

He instanced cases of old people being arrested and done to death, to enforce the payment of road tax.

People over a certain age should be entirely exempt.

Under the Act now old people are required to labour, but pay in order to get off.

The money raised for roads is not spent in the district where it is raised.

A request to be allowed to repair their own roads was refused.

Mr. J. G. TAVERNIER, Merchant and Deputy Coroner.

Has lived 16 years in Portsmouth.

The town has improved of late.

There are not many signs of improvement among the poorer classes.

The sale of dry goods is diminishing. There is no increase in the consumption of food stuffs.

The population is not increasing.

The traders in Portsmouth complain that though it is a port of entry, there is no bonded warehouse, if there were one they could have their goods available without having to advance money to pay taxes.

The water supply is poor.

The people pay the road tax, but complain that it does not go to the repair of the roads in the districts where it is collected.

The back part of the town is in a bad state, which makes it unhealthy. The machinery obtained for the purpose of draining this low-lying land was never put up.

The people are more discontented now than ever, as the taxes are heavier than ever. The town being so far from Roseau does not receive proper attention from the Government.

Taxes are collected at inconvenient times of the year.

Buys cocoa, coffee, and limes, and sometimes ships direct from Portsmouth.

There has been an increase of production in limes, and a little in cocoa lately.

Young men are emigrating for fear of taxes, and so planting is not being extended as it might be.

Emigration was first due to gold, but now it is to escape taxes.

Mr. J. F. CASEY, Small Planter and Dealer.

Has lived in Portsmouth for 16 years.

Small planters have lately been paying attention to cocoa and limes.

There used to be many sugar estates round Portsmouth.

Coffee is not much cultivated now in the district.

There is only a small market for provisions.

Ships do not call now as often as they used to.

APP. B.

The prosperity of the town is going down.
 Failure of sugar has been a large cause of the present backward state of island.
 Land in Dominica is more suitable for limes and Arabian coffee than for sugar.
 No plants are obtained from the Botanic Gardens by the small planters, though it is easy enough to get plants if you want them.
 The heavy taxes cause discontent.
 Thinks a man should not pay both road and horse tax.
 The greatest grievance is the novelty of the taxes; owing to this the people emigrate.
 People are put in gaol if they cannot pay the road tax.
 Employers of labour on a small scale find difficulty in getting labour.
 People from the country complain of the state of the roads, although they pay tax and also of the way in which the work on the roads is done when it is attempted.
 People complain also of want of medical aid, which it is difficult to obtain. There should be a resident doctor in Portsmouth.
 There is no local board in Portsmouth, and no resident magistrate.
 The town is undrained, and in wet weather is a swamp.
 The people complain because they are forbidden to go on Crown land to cut timber.
 6d. per barrel wharfage has to be paid on every sort of goods landed, and the jetty is not sufficiently long.
 Petitions to the Government do not always receive answers.
 School fees prevent parents sending their children to school. Education should be free.
 The Government officers have too much power.
 There should be more elected members in the House than Nominees.

Mr. ALBERT CELESTIN, Small Proprietor.

The small proprietor is going back; he has not improved in the last eight years.
 More people would change their cultivation if they had the means.
 Taxes discourage cultivation.
 Discontent arises from the heavy taxes.
 Lives himself in one parish and has land in another, and has to pay land and road tax twice over.
 Export tax would be preferable to land tax.
 Traffic between Portsmouth and Roseau would be cheaper by water, even if there was a road.
 The fruit trade to America, as started by the Government, would be a great boon to the country, if continued, as bananas would be planted to shelter cocoa and coffee and would give a return before the cocoa and coffee would be in bearing.
 The road tax causes people to emigrate; suggests that it should not be imposed till the age of 20; boys of 16, being too young to labour on the roads, prefer rather to go abroad.
 Lots of poor old people have to pay road tax; after a certain age a man ought to be relieved entirely.

Mr. JAMES V. WALLIS, Small Planter.

Plants cocoa, canes, and provisions.
 Crushes his canes with a small cattle mill.
 Prosperity in the island is not increasing.
 Discontent arises from people grumbling about taxes, which formerly they had no tax to pay.
 Cocoa planting is being extended where possible.
 Very little coffee is grown now.
 Some attempt is being made with limes.
 There is very little ginger or spice cultivated.
 The establishment of the fruit trade would lead to an extension of the planting of cocoa.
 Land tax is charged on small barren patches. If the land tax were made reasonable people would prefer to pay once a year, instead of in two instalments as now. The heavy taxation is a cause of people leaving the island.
 Children of 16 are too young to work on the roads.

Although a road tax is imposed and collected by law, the roads are in a wretched state, and a priest or a doctor has to make his visits in a boat, which has to be paid for by the same people who are paying road tax. Old people have to pay the road tax; after a certain age they should be exempted.

The boat tax is too high; old boats should be taxed less than new ones.

The rivers should be bridged to enable children to attend school.

There is nothing to show for the money recently spent on the roads.

The people should have more representatives in the Assembly.

CHRISTOPHE ROSMER, Labourer.

Complains that defaulters under road tax do not get a receipt when they pay.

Old people and cripples have to pay the road tax.

The Government officer discriminates in exacting taxes, and in the way he puts people to work in the road gangs.

Weights and measures can be examined whenever the inspector pleases, a charge of 3s. being made each time.

Government officers are kept too long in one place.

The Rev. J. MICHEL, Curate, St. Peter's.

Repeated what he said in his letter to the Bishop, with respect to the state of the roads, land tax, &c. Appendix C., No. 27.

At the School House, Vieille Case, 12th December 1893.

MR. HENRI A. LE BLANC, Peasant Proprietor.

Has always lived in the district.

Thinks things are ten times worse than formerly. The reason of this is the taxation, which is too heavy. Crops are yielding less and taxation is higher. Sufficient manure is not used and there is no means of procuring it.

Would not say that, though the crops are yielding less, the output has decreased, because the planting of cocoa has been extended.

Chief causes of discontent are—

(1.) Heavy taxation.

(2.) Formerly there were many small sugar mills and stills, which enabled people to use their sugar refuse. The increased license on stills has led to the abandonment of the small stills, and consequently the small proprietor has been forced to give up sugar cultivation, as that by itself will not pay if the "scum" cannot be used.

(3.) The license for boats is the same on the Windward as on the Leeward side of the island, though boats on the Windward side can only be very rarely used.

(4.) Grocery shops in the country have to pay the same license as in Roseau, this, together with the difficulty of getting in their supplies, compels the shopkeepers to put on a very high price.

The license should be less in the country.

Is not a shopkeeper himself.

(5.) The amount raised by the road tax in a district should go to the up-keep of roads in that district. The road tax is too heavy as both wife and children are taxed in addition to the house-owner.

Suggests that children might be turned out to labour on the third-class roads near home.

(6.) The land tax is too heavy for the people to pay. Everyone pays too much; could not say if the tax falls harder on some than on others. Ejectment for non-payment is monstrous.

(7.) The horse tax is hard, as horses are kept more for the purposes of manure than for riding.

(8.) The "Queen's Three Chains" were formerly secured to people living in the heights, now that the Government has sold them they have lost their former rights, and can only store their goods, &c. there on sufferance.

A petition, signed by the inhabitants of Vieille Case, was handed in by the member for that district, Mr. A. R. Lockhart, cf. Appendix C., No. 28.

APP. B.

- (9.) People are prosecuted for cutting timber on Crown lands, and fined; they should have the right of cutting timber to build sheds on their small plots.
- (10.) Money should be advanced for the cultivation of small crops on the Crédit Foncier system. At present there is no one to make such advances. A merchant would stipulate for his money to be returned at the end of the year.

Mr. L. ROYER, Shopkeeper, small Proprietor.

Agreed with all the points of the former witness, but says further, that the land tax should be abolished altogether and an export tax reimposed.

Does not think that a cheaper shop license would lead to a cheaper sale of goods.

Most of the produce of the small proprietors goes by sea to Roseau for sale. The only thing "headed" to Portsmouth is small provisions.

A small coasting steamer would be a good thing, though they might not always be able to ship at Vieille Case.

A cart road, to join the Portsmouth-Lasoye road, would be of importance to the district.

There should be more Electives than Nominees in the House to represent the views of the people better.

Many young cocoa trees are coming on which will soon increase the production.

Some properties have been seized for non-payment of land tax in the district, but there has been only one ejectment.

The assessment was not properly fixed, its incidence is unfair, the large owner paying a much smaller proportion than he should.

From 9 to 5 acres, and less, is the average acreage of small holdings in the district.

There has been considerable emigration to the mines.

Thinks there has not been much application made for Crown lands.

The place is not so prosperous as formerly which is a great cause of discontent.

Mr. RAYMOND ROYER, Small Proprietor.

Agrees with all the points of the former witness.

In consideration of the road tax the roads in the village ought to be paved especially as the Church is at one end and the Cemetery at the other. A road tax is necessary, but some people, too old to work and too poor to pay, are forced to pay.

Is dissatisfied with the way the people are governed.

Since the time of Mr. Falconer things have changed for the worse.

The Elective members have no power, and the Government when appealed to by them gives no answer. Our only trust now is in the Queen.

Mr. PAULIN G. JOSEPH, Small Proprietor.

Thinks that present time is unsuitable for establishing Crédit Foncier, as the people should have the Crown lands first. The Government promised, some years back, to make 10-acre grants to the people, on the proposition of Mr. A. R. Lockhart, but failed to carry it out.

If that were done it would save the country, as it would put a stop to emigration. The Crédit Foncier might follow afterwards. Originally 50 years used to be limit of age for payment of the road tax, it was afterwards altered to 60, now you must pay till death. The limit should be 50 years, as a man is old now at 30, formerly men lived to be a hundred. A woman in default for a payment of 1s. 6d. gives three days' labour, a man in default for 3s. gives six days' labour, which makes the value of both a man's and a woman's labour the same. The road tax might, however, even be increased if other taxes were reduced by the Government to stop emigration.

The boat license is felt to be very heavy.

Horses not used for riding should not be taxed.

Roads practicable for carts are wanted, the making of which would at any rate give employment.

The public works have given no satisfaction.

A child is sent away from school if he does not pay his school fees.

At the age of 14 a child is put out and his education is stopped. Children might be allowed to remain at school till the age of 20.

Since Falconer's time things have not gone well.

Cannot tell if the Electives are "grinding their own axe," but does not think the people get their rights.

Mr. CH. BETHELMY, Tenant of Small Lot.

APP. B.

Tenants cultivating other people's lands only have an acre or so which is not sufficient.

Tenants plant crops under agreement, but when the crops come into bearing cause always found to take the land and confiscate the tenant's improvements.

This is not done under written agreement, as owners object to giving written agreements.

A law should be passed to give tenants compensation for improvements.

A magistrate's Petty Sessions Court should be held in Vicille Case so that people should not be forced to go to Wesley for this purpose.

Road tax raised in the parish should be spent in the parish.

Mr. DAVID STEVENS, Schoolmaster.

Has difficulty regarding attendance of children at school.

Does not send children back for non-payment of school fees.

Was at Coulibistrie formerly.

People have difficulty in sending children well clad to school.

The patois is a great disadvantage in education.

Books are a great want.

At the Dispensary, Wesley, 13th December, 1893.

Mr. W. G. MARIE, Proprietor.

Read and handed in a paper.

Has been 33 years in the district.

Cultivates his own land in canes, limes, and cocoa nuts.

Dominica is going back owing to the abandonment of the best sugar estates, and reduced output.

The people are discontented from want of work, and are dissatisfied with the land tax, which they would be, even if they were not poor, because it is both a new tax and a direct one. The old export tax would be much better.

The road tax is not so much a cause of complaint.

Horses are chiefly kept for manure, and the horse-tax falls very heavily on the small proprietor.

The people should have control over the taxes through their representatives.

Each large district should have one more member, making the House consist of 11 electives instead of seven; with them should be four non-official members, three official members, and the Governor, who should have no casting vote nor take part in the deliberations.

Federation is a disadvantage to Dominica; the only advantage obtained under it is the frequent change of Judges, which could equally well have been obtained without Federation.

There is a want of schools to carry out compulsory education.

Mr. JAMES R. ROBIN, Peasant Proprietor.

Taxes might be payable once a year if they were reduced, the best time for payment would be from February to April.

The making of the new road has been the means of keeping the people employed.

A coasting steamer would be a blessing to the island.

Mr. DAVID BARNES LESLIE, Peasant Proprietor.

Read and handed in Petition.

Would like two members for St. Andrew's.

Mr. NATHANIEL POWELL, Peasant Proprietor.

Read and handed in a Petition.

Considers administration of Weights and Measures Act unsatisfactory.

More medical attendance is necessary for Yaws.

Appendix C
No. 29.Appendix C
No. 30.Appendix C
No. 31.

Mr. TIMOTHY HAMLEY, Peasant Proprietor.

People after a certain age should be altogether exempted from payment of road tax. Considers boat license on Windward coast too high.

ISAAC BOLAN, Labourer.

Six days' labour on the roads in default of a payment of 3s. is too heavy. Females should not be taxed for the roads.

Mr. COLIN MACINTYRE, Planter.

Agrees with the greater part of the evidence already taken.

General condition of the island is worse now than formerly, but there are hopeful signs for the future.

Can always get labour now in his neighbourhood.

A coasting steamer would be a very great boon.

The Portsmouth-Lasoye road has been a great advantage.

If the land tax were replaced by an export tax, the small proprietor would derive the greatest benefit from the change. An export tax would be more easily collected, and more easily paid.

Does not think representatives in the House should be increased; five independent Nominees, non-official, would be better.

Mr. WILLIAM CALLENDAR, Planter.

Has been eight years in the district and 23 in the island.

Generally agrees with the evidence given.

Thinks Electives remaining as they are there should be five independent non-official Nominees appointed.

Attaches great importance to a coasting steamer.

Properties are unfairly valued all over. Information for valuation was gathered by people ignorant of values. The valuation commissioners should sit in each district.

Inequality of valuation is a great cause of discontent.

The valuation is rapidly raised on improvements, actually before the owner benefits by them. This tends to retard improvement and keep the island backward.

Would prefer an export tax to the land tax; new industries are being started but progress is slow on account of want of capital.

Something should be done to keep the Portsmouth-Lasoye road in repair, which has been left in an unfinished state.

Public money has been wasted on works which have given no return, as, for instance, "Hodges Dam."

At the Schoolroom, La Plaine, 16th December 1893.

Rev. J. COUTURIER, Parish Priest.

This is the poorest quarter of the island. There is no work to be had. No estates in the neighbourhood are giving work except that at Point Mulatre. The people have no way of making money, since nearly all the sugar estates have gone out of cultivation.

Arrowroot and farine are the only products, and they have to be carried for sale to Roseau by land.

The condition of the people is much worse than it was 20 years ago. It takes eight hours to head "provisions" to Roseau, and the merchants there knowing there is no market at La Plaine only offer a small price for them.

Masons and carpenters have little or no employment, and it is difficult for them to obtain the bare necessities of life. This state of things is rendered worse from the fact that, as boats can only be used on the Windward coast for nine months of the year, the shops often run short of provisions.

The district has been neglected by the Government, the only favour he has ever obtained from them has been the postal service.

The Government might find work for the people, or, at least, might appoint road constables, overseers, and drivers from the district instead of from the district of Grand Bay.

Though the population is almost entirely Roman Catholic, there are no Roman Catholic schoolmasters. This depends on the Inspector-General of Education, and is a result of Confederation.

The increase in magistrates' sessions has led to increased litigation, and might be done away with.

Weights and measures have to be taken from Laroche to Rosalie to be tested, the police officer should be able to examine them at the station.

The valuations for the land tax were badly made. They are arbitrary, and their incidence is unfair and unequal.

Valuations are often increased without sufficient cause.

A re-valuation should be made.

The tax itself is too high, as it was fixed originally it was paid without a murmur.

The method of enforcing payment by eviction is harsh and unjust, and the sale of the property to the Government for non-payment of taxes is both expensive and ineffectual.

The people sell all they have to pay their fines and taxes, and then after selling everything get into arrears.

All arrears should be wiped out and the tax made as it was in Lord Gormanston's time.

The boat tax is heavier on the Windward than on the Leeward side of the island, as on the Windward side the boats can only be used during three months of the year.

Provisions coming by sea are often lost.

A coasting steamer would not directly benefit La Plaine from the great difficulty they would have in shipping.

Old people are not exempted from the road tax if they have a little property. People should not be put in jail for inability to pay. The original age limit of 50 years would be better than the present system; after that age everyone should be exempted. The current rate of wages is about double that paid for forced work on the roads; the object of the Government being to get the money and not the labour. A man's work also is reckoned at the same value as a woman's.

A shopkeeper, if he travels with his goods, has to pay a huckster's license in addition to his ordinary trade license.

The license of 25*l.* on stills has stopped small proprietors from growing canes, and has led to smuggling.

The doctor resides at one extremity of his district and does not always come when sent for. Since last April he has only been to La Plaine three times for an hour or so. He should reside as near as possible in the centre of his district.

The horse tax at 10*s.* a horse is too high.

This evidence was afterwards supplemented by a letter.

Two petitions were then handed in from La Plaine, and one from Boetica.

MR. LOUIS ALEXANDER MAUGERE, Peasant Proprietor.

Had signed one of the petitions.

Has lived in the parish since 1839.

Suggests that each man should have a portion of the road entrusted to him to look after.

Money collected for roads should be spent on them in the parish where it was collected.

The land tax should be reduced.

MR. BERNARD VIGILANT, Peasant Proprietor.

Had signed one of the petitions.

Existing road, if made good, is the best means of communication.

A road *viâ* Rosalie would be impracticable.

All the taxes are too heavy.

At the Schoolroom, Geneva, 18th December 1893.

Two petitions were handed in and read.

MR. JOHN BAPTISTE JOLLY, Peasant Proprietor.

Had signed one petition.

The land tax presses heavily on the people. Its incidence is unfair; there should be a re-valuation.

P. B.

Cultivates cocoa and "provisions," generally sells his cocoa in the district. Transport to Roseau is expensive.

Cannot afford to pay labourers.

The planting of cocoa and limes is being extended, and an increased production may be looked forward to in the future.

No particular sort of cultivation has taken the place of sugar.

Mr. JOHN LOUIS, Settler on Crown Lands.

Several settlers on Crown lands complain that they have no convenience in the way of roads.

This with the increased still license has led in some cases to the abandonment of cultivation.

Used himself to work a still, but could not afford the increased license, and so gave it up, but his valuation has not in consequence been lowered.

The discontinuance of his still has led to the small proprietors in the neighbourhood abandoning the cultivation of sugar.

The visits of the doctor are very irregular, and he demands a fee of 2s.

People have been refused admission at the Infirmary.

Mr. ELIE ALCENDOR, small Proprietor.

Had signed one petition.

Complains of there being no road to certain holdings, to get to which the owners have to trespass.

Has had to sell some of his land in order to pay land tax.

Mr. BENJAMIN SULLIVAN, Fisherman.

Had signed petition.

Can find no sale for his fish when he does get them, which is not often as for long periods he cannot get off in his boat. The boat tax at 5d. a foot is too high for the Windward coast.

Complains of the horse tax having been increased.

Mr. STEPHEN HERRIOT, Overseer.

Complains that the valuation on his sugar mill was not lowered when he had to abandon his still.

Mr. NICHOLAS ALCENDOR, small Proprietor.

Had signed petition.

Complains of the pressure of taxation.

Had had to spend money on the road himself, because his application was not heeded.

Mr. THEO GEORGE, Proprietor.

Complains of the incidence of the land tax.

J. MAURICE, Labourer.

Has to pay road tax though physically incapable of working, having only one arm.

At the Presbytery, Geneva, 18th December 1893.

The Rev. J. BOURGET, Curate.

Defaulters under the road tax are often made to work a long way from home.

Girls' and boys' task work on roads is too heavy.

Non-payment of road tax is treated as a criminal offence.

No notice is given of a call to work on the roads. The first intimation is a summons. App. B.

Infirm people and pregnant women are sometimes put to work on the roads.

Exemption by a magistrate is only granted on a certificate from a medical man, for which a fee is asked. Appendix C., No. 38.

Women, who were formerly exempted from the road tax, have been recently re-taxed with the view of raising money for bridge building.

Heavy tasks are sometimes imposed with a view of getting payment in money, instead of in labour.

Children are sent away from school for inability to pay their fees.

Magistrate of the district is also sub-inspector of schools.

Infirmary should provide more accommodation.

At the School-room, Souffrière, 19th December 1893.

Mr. ROC TOUSSAINT, Small Proprietor.

The condition of country is not improving, owing to land tax.

People plant more cocoa than coffee in the district. Looks forward to increase of production of this article.

Discontent arises from the taxes, especially the land and road taxes.

As regards the land tax the rate is too high, the collection bad, and the incidence unfair. The valuation was made by incompetent persons.

Valuations are not lowered when products fall off.

Formerly people were turned out to work on the roads, and not taxed; but now they are taxed even for the smallest property.

He quoted an instance of people being called out to work, then refused, and afterwards fined, when they went to pay at Roseau.

Old people are put in prison for non-payment of road tax.

Draught horses are free from the horse tax, but the small proprietor who rides his horse has to pay.

The boat license of 5d. a foot is heavy; the tax is the same on both the Windward and Leeward side.

Drogher boats should be free from taxation, as they are used to bring produce to town.

The island pays about 2,000l. a year for Federation, which is spent in Antigua, and Dominica gets no benefit from it.

The Government should assist small proprietors by granting loans, and help to open up old abandoned estates.

There should be more Elective members in the House. A stranger cannot speak for local affairs. The Electives would control expenditure better than is done at present.

Strangers are imported to do artisan work in place of the local artisan who pays taxes.

The rum duty is too high, the Treasury gets 3s. 6d. whilst the owner gets about 1s. 9d. a gallon. Treasury would get more money at a lower rate. It is difficult now to procure the luxury of rum, especially for the labourers.

Education, if compulsory, should be free.

No private schools can be kept unless sanctioned by the Inspector, there should be something in the nature of a board of control. The schools are not provided with proper conveniences.

Pensions to schoolmasters after 21 years' service are not always allowed.

There should be some one with local knowledge in each district appointed to advise the magistrates.

Mr. HONORÉ SERAPHIN BLANC, Tenant Cultivator.

The place has gone down since the sugar crisis and the abandonment of coffee cultivation.

There should be a warden in each district for the roads. Roads used to be repaired in the days before the road tax, now the tax is paid roads are worse looked after than before.

It is only with difficulty that children are clothed to send to school.

APP. B.

The still license has stopped small stills and reduced the revenue of the country.
 Would prefer an export duty in place of the land tax.
 The Elective members should not be controlled by the casting vote of the Governor.
 There are enough qualified men in the island for its government without importing men from outside.

Mr. THEODORE ETIENNE, Small Proprietor.

People are willing enough to pay taxes. It is their impotence to pay that stands in the way at the present time, and the taxes should be reduced proportionate to their circumstances.

Has had to close his own still since the Still Act of 1888. Cane cultivation in his district has consequently decreased.

Appendix C,
 No. 39.

A petition was handed in signed by some residents in the district of Scot's Head.

At the Court House, Roseau, 22nd December 1893.

Mr. WM. STEDMAN, recalled.

Appendix C,
 No. 40.

Wished to amend his evidence regarding the political constitution.
He read a statement embodying his views.

Mr. WILSON DUPIGNY, Chemist.

Direct taxation is unsuited to the island. The land tax if removed would encourage people to further settlement, and prevent emigration.

Every inducement should be given to getting the Crown lands settled, in order to increase production. They might be given free for a certain number of years.

There is great poverty and want of money in the island, in spite of the fertility of its soil and its healthiness.

The inhabitants like their country, and return to it when they are able.

In the House of Assembly there should be two or four more Electives; the present state of affairs is hopeless. The nominated members should be unofficial. People would have more confidence in a House so constituted.

Delay in freeing articles imported for church use from duty causes great difficulty.

There is no law to cover such a case. On shingles, for instance, imported for the church, duty has to be paid, and then recovered by petition to the House.

Parish priests are expected to furnish certificates of birth without remuneration.

Federation has been a curse, and has done nothing for the island; it has cost the island a great deal, and the money paid to officials is spent in Antigua.

The money paid as subsidy for the "Tyne" would be much better spent on a coasting steamer.

The cost of sending prisoners to Antigua is considerable, whereas they might be employed on the streets and roads of the island.

Those under six-month sentences might be kept in the island.

People are taxed under Federation, and do not know how the money is spent.

ALEXANDER SYLVESTRE, Peasant Proprietor.

Appendix C,
 No. 41.

Signed petition from Colihaut.

Thinks the land tax is too high. The people get no return from their land, and so cannot pay taxes, and are sometimes imprisoned from sheer inability to pay. Formerly they were much better off; estates are now largely abandoned.

The soil is not suitable for cocoa-growing at Colihaut.

Sugar and farine are the chief cultivations.

The ground on low lands is too wet for cocoa and coffee.

They pay road tax and have no roads; a small property entails payment of the tax after the age limit has been reached. If you have a small holding you are not put to work on the roads; you are sent to jail as a defaulter if you do not pay.

The market in Roseau should have some covering.

In the Wesleyan Chapel, Layou, 26th December 1893.

the address was read by Mr. Christian.

APP. B.

Appendix C.,
No. 42.

Mr. A. D. RIVIERE, Planter, Proprietor.

Had signed petition sent in.

Thinks the land tax is unfairly distributed. The peasant proprietors have not benefited, as the export duty was taken off to allow of its imposition.

Appendix C.,
No. 43.

As regards the road tax, men with small properties are not allowed to labour, they have to pay. If labour was allowed, better value would be got.

The still license has closed small stills.

Typhoid is spreading; more attention should be paid to it as children have to associate together at school.

There is a good deal of substitution of limes and cocoa going on for sugar. Production should be trebled in about five years.

Not much coffee is grown now. Layou used to be an important coffee district.

The loan money has been wasted without an adequate return; for this they have to pay taxes; he referred to the abortive works on the Layou Bridge as an instance.

Mr. L. BELLOT, Elected Member for the District, Planter.

Emphasized the harshness of the land tax, the waste of money, and the imperfect keeping of roads.

A good road as far as Macoucherie would be an advantage.

Has belief in the capabilities of Layou Flats.

Prefers export duty to a land tax.

Mr. A. C. SHILLINGFORD, Estate Manager.

Signed petition referred to above.

The income tax falls only on salaried people.

There is no income tax in Antigua, and federal officers who live in Antigua escape paying.

The land tax is unfairly assessed.

An indirect tax would be better; people do not feel it when selling their small produce.

Mr. PHILIP EDWARD, Peasant Proprietor.

Also signed petition.

Complained that the land tax is too high, and that the roads are bad.

Has in all 10 acres of land, 4 in canes, some barren, and the balance in cocoa. which is not in full bearing. His land tax amounts to 2l. 18s.

Pays more than many of his neighbours, but all pay at a high rate.

Pays 1l. 4s. road tax as well, making a total of 4l. 2s. a year.

Money collected for road tax is not spent on the roads in the district in which it is collected.

CONTENTS OF APPENDIX C.

No.	Page.	Handed in by	Subject.
1	48	Mr. A. R. Lockhart	Précis of the Legislative History of Dominica from 1776 to 1865; with a suggestion for reforming the present Assembly.
2	49	Mr. Davies	Abstract of Memorial to the Secretary of State in 1873 against federation with the Leeward Islands; known as "Imray Memorial." Abstract of reply from the Secretary of State.
3	50	"	Protest of Electives in 1886 against certain Tax Bills, and the arbitrary method of passing them. Reply from the President of Dominica.
4	53	"	Motion by Electives in Assembly in 1885 against raising of further Loans until revenue and expenditure balanced.
5	53	"	Petition of Electives to the Queen on the passing of the Medical Aid Act, 1880. Protest of Electives to the Governor on the same occasion.
6	57	"	Act No. 23 of 1880, and protest of Electives against Act No. 9 of 1883, modifying its provisions. Abstract of Despatch from Secretary of State in reply to above protest.
7	59	"	Abstract of protest of Electives to Secretary of State respecting purchase of a yacht by the Governor, 1883.
8	59	"	Abstract of Resolution of Assembly against procuring supplies through the Crown Agents.
9	59	"	Protest of Electives, 7th August 1890, against the vote on the Resolution for the Loan of 10,000 <i>l.</i> additional, passed 26th Jan 1890.
10	59	"	Reference to Petition to the Queen against the change of Constitution in 1863; and reply thereto.
11	60	Mr. Pemberton	Minute of Electives in 1891 with reference to increased taxation, placed on the Minutes of the House, but afterwards expunged.
12	63	Mr. Davies	Petition to the Queen respecting the appointment of non-residents as Nominee Members of Assembly in 1880.
13	64	"	Petition to the Queen from Dominica, Montserrat, and the Virgin Islands, 1887, praying for a fuller measure of representative Government.
14	65	Mr. Pemberton	Government Resolution of Federal Council of Leeward Islands carried by official votes and St. Kitt's members against Dominica representatives, May 1892.
15	65	"	Resolution moved in Assembly in 1885, urging the separation of Dominica from the Leeward Confederation.
16	65	"	Resolution passed in Assembly in 1885 with reference to Dominica being added to the Windward Group, that it would be advantageous that Dominica should be made a separate Government.
17	66	"	Resolution passed in Assembly in 1885, respecting expenses of Royal Commission appointed in 1882.
18	66	"	Amendment to a Resolution for drawing the bonds of Federation in the Leeward Islands closer, 1886.

No.	Page.	Handed in by	Subject.
19	67	Dr. Nicholls -	Memorandum on certain matters concerning the present inquiry.
20	73	" -	Additional Memorandum, containing Memorandum by Mr. Rankin, touching Roads and Bridges Loan Account.
21	84	Mr. Davies -	Draft of an Act for transferring certain powers from the Island Legislature to the Federal Assembly.
22	84	Mr. A. D. Lockhart -	Memorandum on the Constitution and state of the Island.
23	85	Mr. F. W. Rankin -	Returns and statistics relating to Exports and Imports and Valuation for Taxation.
24	88	Mr. Musgrave -	Statement of procedure in Provost-Marshal's Office, for the recovery of Land and House Tax. Memorandum on above, by Mr. Le. Hunte.
25	91	Augustus Francis -	Letter from Carib Chief.
26	91	Mesmain Remy -	Petition from residents on "Three Chains," at Fond Colé.
27	92	Given to Commissioner by Bishop of Roseau.	Letter from Rev. J. Michel, referring to condition of district of Colihant.
28	93	Mr. A. R. Lockhart -	Petition from inhabitants of Vieille Case.
29	93	Mr. Marie -	Letter on state of the country.
30	95	Mr. D. B. Leslie -	Petition from inhabitants of Wesley.
31	96	Mr. Powell -	Petition from peasant proprietors, S. Andrew's, South.
32	97	Rev. J. Couturier -	Supplementary evidence.
33	98	Rev. J. Couturier -	Petition of inhabitants and proprietors of La Plaine.
34	99	Mr. C. Joseph -	Petition from La Plaine.
35	99	Mr. M. Joseph -	Petition of inhabitants of Boetica.
36	100	N. Alcendor -	Petition from inhabitants of S. Patrick's, South.
37	101	F. Sullivan -	Petition from inhabitants of Gruo and Fond St. Jean.
38	102	Rev. J. M. Bourget -	Letter supplementing evidence.
39	102	Lousson Joseph -	Petition from inhabitants of Scot's Head.
40	103	Hon. W. Stedman -	Supplementary evidence.
41	103	Alexander Sylvestre -	Petition from inhabitants of S. Peter's.
42	104	Mr. Christian -	Address from inhabitants of Layou.
43	104	Mr. A. D. Riviere -	Petition from inhabitants of S. Joseph's.

No. 1.

PRECIS of the LEGISLATIVE HISTORY of DOMINICA from 1775 to 1865 by
Mr. A. R. Lockhart; with a Suggestion for Reforming the present Assembly.

THIS island was definitely ceded to the British Crown by the Treaty of Paris of February 1762. In October 1763 a Royal Proclamation was issued assuring the inhabitants the privileges of English citizenship, with the further assurance that so soon as the state and circumstances of the Colony would warrant it General Assemblies would be called in the manner and form prevailing in the New England Colonies on the American continent.

In 1775 this promise was carried out by another proclamation, and two Legislative Chambers—a Council (nominated by the Crown) and a Lower House (chosen by the ratepayers), duly constituted. In this proclamation it is declared: "Whereas we are desirous that a full and complete Legislature shall be established within our . . . Island of Dominica upon a *permanent and lasting foundation*, and such regulations made touching the same as may contribute to the happiness, interest, and satisfaction of all our good subjects within our said Island of Dominica, it is therefore our Royal will, &c., that writs shall be issued in our name for the election of representatives to serve in the Lower House of the Assembly for the said Island of Dominica, &c." These words, taken in their literal sense, were relied upon as the irrevocable charter and sanction of the liberties of the people of Dominica under English rule. No limitations as to creed or colour were put upon the electors as to the choice of representatives to the Assembly, though the privilege of voting was restricted to white freeholders professing the Christian religion. The population of the island at this time was composed of 3,350 whites, 750 free people of colour (who had no votes), and 18,753 slaves.

In 1805 the white population, owing to the operation of social and economic causes originating in the existence of the institution of slavery, had decreased, by more than a half, to 1,594, but, concurrently, the free coloured population, which had invaded all the trades and callings other than agricultural, had increased to 2,892, and the slaves stood at 22,083.

The decrease in the white population continuing, in 1833 the free coloured population was relieved of social and political disabilities and admitted to the electoral franchise. Two years after slavery was abolished. The population of African descent immediately began to make rapid advance in education and material well-being. Mr. Joseph John Gurney, the well-known English philanthropist, visiting the island in 1840, and Messrs. Candler and Alexander, of the Society of Friends, in 1850, testified, from what they saw, to the contentment and increasing prosperity of the people of all classes and colours.

From 1834 to 1863 Dominica saw its happiest days. Popular education was established, primary schools being opened by Legislative grants in every parish; the imports and exports showed a steady rise every year; new industries were introduced; the freedmen, who continued to work steadily for wages on the estates on which they had formerly been slaves, commenced to purchase with their savings the forest lands belonging to the Crown, and to establish themselves as peasant freeholders.

In 1865 all this progress was arrested by the action of the English Government. It was in that year discovered that the coloured population was unfit for representative institutions, which it had been successfully working for 30 years, and under which all classes of Dominicans had prospered, and with which all were contented. A Bill was accordingly introduced in the Legislature by Government, abolishing the electoral franchise and creating a Crown Colony. The ground was prepared for this policy by secretly bribing the white members of the local assembly with the promise that without a constitution the government would be carried on entirely in the interest of their class; and at the same time the rest of the Legislature was paralysed by military action, an armed force from H.M.S. "Aurora," under the command of Sir Leopold McClintock, guarding, with loaded muskets and bayonets fixed, all the approaches to the Legislative Hall, and filling the body of the building, whereby all

discussion, and all constitutional resistance was prevented on the part of the coloured members, who had besides to make immense efforts to prevent the indignation and excitement amongst the population from resulting in a collision with the marines and bluejackets. Popular feeling, however, continued to rise, till, the Government feeling justly alarmed at the imminent prospect of a desperate rising, inspired by the quarrel among the people, offered the popular leaders the compromise of the present hybrid constitution, which was accepted in order to save the principle of representation to the Government and in legislation, but which has never satisfied anybody, and which has worked so disastrously for the best interests of the island as to be now without a single defender in the whole community.

The discontent prevailing in the island, which is now recognised by Lord Ripon as economic, dates from this change in the constitution. The commercial and industrial decline also dates from the same period. The population is now decreasing, and with trade and production have also gone down. The hitherto stable finances of the Colony have, under the present system, been landed in inextricable confusion. As the expenditure has steadily increased to meet the demands of the official class, which is entirely out of sympathy with the bulk of the population, the Government has been driven to constantly fresh recourse to taxation, until the pressure, which is principally on the new class of peasant proprietors, has become so great as to make it impossible, as well nigh impossible, for it to hold its ground in the country. Hundreds of small sugar mills now lie abandoned in all parts of the island, the owners have either fled to Venezuela or to the French Colonies to escape the pressure of the local taxes. Those who still cling to their little homesteads being in constant contact with their relatives and with men of their own race in Guadeloupe and Martinique—where universal suffrage exists, and where with the full enjoyment of every political right there is a contented and prosperous population,—cannot but contrast, to the disadvantage of the latter, the very different policy of France and England to their coloured West Indian subjects. The conviction has, in consequence, been forced upon them that their only escape from the intolerable burden of their present situation lies in a wholesale removal to the neighbouring French Colonies, in which there is room for a much larger population than that by which they are at present occupied and where the language and religion is the same as in this island.

If the disaffection now prevailing is to be allayed there must be a reversal—I say up to a certain point—of the policy of the English Government towards this island. For the demands of the people do not now go so far as to embrace the re-establishment of the former system of legislature by two Chambers. What is really and urgently desired is an effective control by the taxpayers, through their representatives, of taxation and expenditure, and the ratepayers will be willing to consider any plan that proposes to secure that end. They believe that a Legislative Assembly composed, as regards two-thirds of its members, of elected representatives, and as to the other third, of the heads of departments, would be an efficient instrument for doing the work of legislation and taxation in the Colony in existing circumstances, the Governor having the right of veto on Bills deemed to affect the prerogative of the Crown, or the rights and interests of the unrepresented part of the population in the case of the present restricted franchise being retained.

A. R. LOCKHART.

No. 2.

ABSTRACT of MEMORIAL signed by MEMBERS of LEGISLATIVE ASSEMBLY and others, known as the "Imray Memorial," to the Secretary of State, appearing in the "Official Gazette" of Dominica of 8th July 1873.

In this Memorial the soundness of the principle of Federation in the abstract was not disputed, but it was urged that Federation came from without and did not take its origin among the people of these Colonies, and that, had no influence been used or pressure been brought to bear in various directions, it would not have been accepted by the Island legislators. Its introducers advocated it on the ground that it would promote economy and efficient administration, but experience showed that the ordinary expenditure had been increased without any equivalent advantage, and that the promise "that every island should retain the exclusive regulation of its own finances" was not fulfilled, while, as regards increased efficiency, it was urged that the promises in this respect had completely broken down, and that greater difficulty and delay had occurred in the

transaction of public business. It was further urged that from a want of acquaintance with facts, such as the difficulties of means of communication in Dominica, on the part of the Federal legislator certain defective and oppressive laws had been introduced, more particularly with reference to the law relating to juries, while the general laws enacted by the Federal Assembly exhibited a want generally of adaptation to the varying requirements of the different Presidencies. The result was stated to be a widespread feeling of discontent in the Island, and it was suggested that the Federal Legislature should be allowed to interfere as little as possible with the internal government of each Presidency.

ABSTRACT of REPLY from the SECRETARY OF STATE, dated 19th September 1873.

In this reply of the Secretary of State it was stated that it must be a work of time before all the advantages which may be anticipated from Federation can arise, and that the power conferred upon the Federal Council to deal with certain subjects necessarily carried the power to determine the amount of contribution to be made by each island for the purpose of giving effect to Acts passed by the Council.

No. 3.
PROTEST of the ELECTIVE MEMBERS of the LEGISLATIVE ASSEMBLY against certain Bills
 (principally Tax Bills) recently passed, nominally by the House; and also against the arbitrary and indefensible cause adduced by Viscount GORMANSTON in the passing thereof.

Whereas elections for members to represent the electoral divisions of the island in the Legislative Assembly, having been held in the month of August last, his Excellency Governor the Viscount Gormanston convened a meeting of the said House of Assembly for Monday the 6th day of September 1886, and at which meeting his Excellency was present and presided as Chairman.

2. And whereas after enumerating a few parsimonious and insignificant economies which in no material way affect the already excessively heavy taxation of the country, the announcement by Viscount Gormanston of the projected imposition of additional taxation (especially a Land Tax) on the people of this island, at a juncture like the present when West Indian Agriculture (our sole support) is passing through a crisis of unprecedented severity, and without any serious attempt to economically retrench in other directions, gave rise to profound discontent among the peasant proprietary and house owners; nor was this popular discontent in any degree lessened by the manner in which Viscount Gormanston subsequently forced his tax measures through the House.

3. And whereas a meeting of the Legislative Assembly was held on Tuesday, the 7th September, 1886, and was presided over by his Excellency Governor the Viscount Gormanston, whereat six Bills, of which notice had been given only the day before, were read a first time by title, namely:—

- (1.) Bill for the uniform valuation of lands, tenements, hereditaments, for the purposes of taxation.
- (2.) A Bill to impose a general tax on lands and houses throughout the Presidency.
- (3.) A Bill to amend the General Tax Act, 1879.
- (4.) A Road Bill.
- (5.) A Tonnage Bill.
- (6.) A Bill to amend the Franchise Act, 1886.

4. And whereas only the first three above mentioned Bills were then before the House, and copies but of these three were then in the hands of members, who had received them only during the previous sitting on the opening day of the session, the day before.

5. And whereas by the Standing Rules of the House it is declared that "no Bill shall be advanced more than *one* stage at each sitting," not shall any standing rule be suspended "unless on motion made for that purpose a *majority of the members* do vote for suspension.

6. And whereas upon the said above mentioned six Bills being read a first time by title, it was moved on the Government side of the House that the said standing rule be suspended in order that the Bill (No. 1) "providing for the uniform valuation of lands, tenements, or hereditaments for the purposes of taxation" should be read a second time, whereupon

was moved and seconded on the Elective side that the House do adjourn to the following Monday for the purpose of enabling the representatives of the people to give due consideration to the several measures which their gravity and novelty imperatively demanded at their hands, and in order also to guard the House from being committed to the principle of a particular measure which was inadequately understood at least by the representatives of the people, who, up to that period of the session, had been engaged in the deliberation and discussing of Lord Derby's important "Draft Resolutions" advocating a closer federal union, and who had, therefore, had neither time nor opportunity for the consideration of any other Legislative business.

7. And whereas, this application for an adjournment, so reasonable in itself and so necessary under the circumstances, did not meet with the favour of Viscount Gormanston, and accordingly, upon a division all the Nominee Members voted against all the Elective Members, and the votes being equal the motion was lost by the casting vote of the Chairman, Viscount Gormanston, who also carried the suspension of the Standing Rule in the same way.

8. And whereas, the Standing Rule being suspended, it was then moved on the Government side of the House that the said Bill be read a second time, whereupon it was moved and seconded on the Elective side for the purpose aforesaid, that the House do adjourn to Thursday, the next day but one, but this motion for a shorter adjournment was again opposed on the Nominee side, and on a division was, in like manner, lost by the casting vote of the Chairman.

9. And whereas, the Elective side of the House was encouraged to propose the second adjournment in consequence of two of the Crown nominees (Messrs. Francis Philip Latouche and William Coull, paid officials) having intimated that they would support a motion for an adjournment, shorter than Monday as at first proposed, but on a division, the same Members voted in the negative (in consequence of a direct declaration by the Attorney-General that no adjournment would be granted) showing thereby the utter subjection of the Nominees to the will of the Governor, and that practically the Governor constitutes the Legislative Assembly and that the Elective element exists but in name only.

10. And whereas, from the persistent refusal of Viscount Gormanston to afford the time asked for it became manifest to the Elective Members as well as to other persons that no proposition which might be submitted by the representatives of the people, either as to the principle or to any of the details of the proposed schemes would be entertained by his Lordship, and therefore the occupation of their seats by the Elective Members in the House during the passing of those measures, would not only be unproductive of any public advantage, but would be a surrender of that self-respect which they are not disposed to sacrifice, and they came to the conclusion that the proper and dignified course for them to pursue was to quit the scene, and they accordingly rose and left the House; and they claim to be exempt from all responsibility in reference to those measures which were all eventually passed within four days without challenge or discussion in a house composed exclusively of seven Nominees, presided over by the Governor.

11. And whereas, the manner in which these Tax Bills were so passed as aforesaid is repugnant to the fundamental maxim that without representation there can be no taxation, a maxim which has been ever heard echoing and re-echoing throughout the British Empire, but at no period with louder voice than in recent times.

12. And whereas it appears that little or no respect is entertained by the Government for the views and opinions of the Elective Members of Assembly who are, in virtue of such treatment as is complained of, regarded by the Government as a silent factor in the real Legislature, yet in such a restricted and contemptuous view of their legislative duties the representatives of the people are unable to concur; and assuming that the Elective element is intended rather to personify and to assert, albeit in a limited form, the already enunciated principle of "no taxation without representation" it cannot be so strongly deprecated that in matters of such paramount importance as the increase of taxation the voice of the people is capable of being arbitrarily and unjustifiably stifled.

13. And whereas, consequent upon the said refusal by Viscount Gormanston of time to enable the Elective Members to consider the said tax measures, public meetings have been held throughout the country at which not only have those measures been condemned, but the course pursued by the Elective Members has, with the exception of a few interested persons, met with entire approval.

14. And whereas, the Bill imposing a general taxation on houses and land is a new departure in the system of taxation in this Presidency; nor does it appear by its disposition any reduction will be effected in existing rates, but rather that the

APP. C.

burdens of the people will be largely increased, and that as a consequence, popular discontent will be intensified, the Crown Land scheme which, it is said, will bring a great influx of new settlers to the lands proposed to be opened up in the Presidency must prove a failure, and an increased impetus will be given to that tide of emigration (evoked principally by a pernicious Road Act) which has been flowing from these shores for some time past.

15. And whereas, during the first, second, and third day's meetings of the House, the Nominee side consisted of five paid official and two unpaid Members, but on the fourth day Mr. James Cox Fillan having, after the previous day's sitting, resigned his seat, Dr. Williams, a paid official, was appointed in his place; so that before and at the time of the passing of the said Tax and other Bills the Nominee side of the House consisted of *six* paid official Members and only one (nominally) unpaid Member, but this one gentleman, Mr. Acton Don Lockhart, formerly occupied a seat on that side of the House and was then, and has been at other times, subsequently in the receipt of government pay, and doubtless looks forward to being again employed in the public service. It can be no wonder, therefore, that one side of the House being thus constituted, the Governor, with the aid of his casting vote, which is systematically resorted to, should be able to render the Elective element of no force or effect.

16. And whereas, now and at the time of the passing of these said Tax Bills, none of the Nominee Members (save one who possesses a house and lot in town) owns so much as an inch of land within the Presidency, and it may be said that six of them being paid public servants they have a direct interest in the Tax Bills for which they vote, or rather are bound by their official tie to vote.

17. And whereas, grave fears are entertained that, in the event of the Royal Assent being given to these said tax measures, but especially the Land and House Tax Act, containing the obnoxious clauses in respect of the liability, in the first instance, of the goods and chattels of the proprietors, beside the land itself, for the tax, the collection thereof will not be effected without serious disturbances of the peace, in the present aroused temper of our exasperated fellow-subjects, the interests of justice, the preservation of order, and the policy of beneficial government, all point to the necessity for the speedy disallowance of the said Bills.

18. And whereas, there can be neither efficiency nor economy of government so long as the Elective voice in the local Legislature may be practically stifled, but rather, as it proved to be the case, that taxation has become more burdensome and public expenditure has increased, ever since the control of public moneys was taken from the representative of the people, who are now loudly crying out for an enlargement of the representative element, whereby the expenditure of the finances would be controlled and inordinate taxation and wasteful expenditure would be avoided and prevented.

19. And whereas, the Elective Members having good reason to believe that it is the fashion to represent at Downing Street all popular expression of discontent as "factious," and likewise to cast discredit on the serious representations of the people's grievances, urgently request that should any attempt be made to deny any of the statements contained in this Protest an opportunity of confronting and replying to any such denials may be afforded them.

20. Wherefore we, the Elective Members of the Legislative Assembly of Dominica, the name of ourselves and on behalf of the people of this Presidency, do protest against the contemptuous disregard with which Viscount Gormanston has treated the views of the entire Elective side of the Legislative Assembly, and against the undue haste with which his Excellency, by means of his paid and unpaid Nominees, supplemented by the persistent use of his unpopular casting vote, has carried through the House certain tax measures, which we fear, as before stated, are fraught with evil to the Presidency of Dominica; and we venture to urge on Her Majesty's Principal Secretary of State for the Colonies the expediency of advising Our Gracious Sovereign to disallow the said Tax Acts so hastily passed through the Assembly as aforesaid by Viscount Gormanston and his specially selected Nominees.

WM. DAVIES,
SHOLTO R. PEMBERTON,
A. DAVIES RIVIERE,
D. O. RIVIERE,
J. W. BELLOT,
A. R. LOCKHART,
HY. HAMILTON.

REPLY from the PRESIDENT of DOMINICA.

APP. C.

GENTLEMEN,

President's Office, December 8, 1886.

THE Governor has received a despatch requesting him to inform you that the Secretary of State has received your protest, but that, while he regrets that the second reading of the Valuation Bill on the same day on which it was introduced was persisted in when you unanimously objected to the suspension of the Standing Order, he does not consider that you were on that account justified in the dereliction of your duty by absenting yourselves from the meetings of the Assembly, and that, though he regards it as unfortunate that the important measures which were enacted in the recent Session of the Assembly should not have had your consideration, yet being satisfied that those measures were wise and necessary for the welfare of the Presidency, he felt it his duty, after giving full consideration to your protest, to advise Her Majesty not to disallow these Acts.

The changes in taxation of which you complain appear to him to be calculated to relieve the peasantry from injustice, by extending the burden of taxation to other classes, who have hitherto not contributed their proper share of the necessary expenses of Government, and he feels confident that when their real purport is understood, they will be regarded with approval by the people of Dominica.

I have, &c.

(Signed) J. S. CHURCHILL,
Acting President.

William Davies, Esquire, and other
Elective Members of the Legislative
Assembly.

No. 4.

MOTION made by ELECTIVE MEMBERS of ASSEMBLY in 1885 against the raising of further loans until equilibrium was established between revenue and expenditure.

"Whereas it has become a principle in the Government of the Presidency to meet deficits in yearly revenue by means of loans raised on the public credit without at the same time formulating any system of retrenchments whereby a recurrence of such deficits may be in future avoided :

"And whereas persistence in such a course of financial maladministration is calculated to bring not only general discredit and ultimate ruin on the Presidency, but also to necessitate such crippling burdens on local industries and on the individual taxpayer that the former will be in danger of being extinguished, and the latter be driven away from the island in greater numbers than at present :

Resolved,—“That this House refuses to countenance the raising of any additional loans until the yearly expenditure has been so far reduced within revenue that not only will loans become unnecessary in future but a margin will be left for gradually defraying the Presidency's outstanding engagements.”

This motion was lost.

No. 5.

PETITION to the QUEEN and PROTEST of ELECTIVE MEMBERS on the passing of the
MEDICAL AID ACT, 1880.

TO THE QUEEN'S MOST EXCELLENT MAJESTY.

GRACIOUS SOVEREIGN!

THE Elective Members of Your Majesty's Legislative Assembly of this Your Majesty's Island now Presidency of Dominica beg to approach your most Excellent Majesty with their accustomed loyalty to their beloved Queen and warm attachment to the great nation to which they belong. They unfeignedly regret that the highly unpleasant duty has devolved upon them of representing to Your most gracious Majesty certain legislative proceedings of his Excellency George Berkeley, Esquire, Companion of the most distinguished Order of Saint Michael and St. George, Your Majesty's Governor of the Colony of the Leeward Islands. But in the present crisis of the affairs of the Island they consider it an unshrinking duty they owe to the country they

represent, to themselves, and, they may add, to the Imperial Government, to lay those proceedings at the foot of the throne.

2. They humbly beg to be permitted to pass in review certain events, facts, and circumstances anterior to the proceedings herein-after represented.

From the date of the Royal Proclamation of June 1775 the Legislature consisted of a Board of Council and a Lower House of Assembly. The members of that Board were appointed by the Crown, at its pleasure, from among the leading residents. As fixed by that proclamation, the House of Assembly consisted of 19 members, elected by the people, and nine of those members formed a *quorum*. A subsequent Statute, passed on the 8th January 1858, Act No. 135, Vol. 2, page 397, Laws of Dominica, enacted in its second clause:—"That at any meeting of the said House at which a less number than nine members shall be present no measure shall pass unless five members at least shall vote for the same." This law was affirmed by another passed on the 9th September 1862, enjoining that nine members at least be necessary to form a House and that a majority of that number be sufficient to pass a measure.

3. The Legislature continued so constituted until the year 1863, when "The Constitution Act, 1863," combined both branches into one body, called the Legislative Assembly. On the coming into operation of that Law, the members of both boards became respectively the Members of the Legislative Assembly, as authorised by clause 34 of the Act; the Members of Council being called in that Statute "nominated Members," and commonly nominees. But the fourth clause of that Law required in any new Assembly that nominated Members (who thus occupy the position of Members of the late Board of Council) should be qualified in the same manner and to the same extent as is requisite for the elective Members. The qualifications as laid down by "The Franchise Act, 1863," are from their nature local. It results from this that as well the nominees as the electives were bound to be residents. Accordingly, nominees were always elected from residents, and, indeed, it could not be otherwise, since the island was a subordinate independent Government. And the circumstance that the clause postponed the Crown's power of appointment of nominees until after any general election showed that the people should have the first selection. But the 18th clause enjoins that "the *quorum* shall consist of nine Members, exclusive of the Speaker, of whom at least eight shall be representative Members." The popular element was thus made double the nominee element in the *quorum*.

4. Two years later "The Supplementary Constitution Act, 1865," among other things, fixed each branch at seven Members. This measure repealed the fourth clause of the original Act, but re-enacted the proviso requiring the postponement of the power of nomination until after every general election. The Crown was thus left to pursue in nominee appointments the theretofore invariable rule that obtained in Legislative Council appointments; thus, by implication, retaining, or rather re-enacting, the residency of nominated members. This supplementary Act fixes the *quorum* at five Members, but is silent as to how it should be composed. But as the original Act had in a repealed clause made the *quorum* consist of both elements, and the elective being double the other, the Assembly passed a salutary rule in the same spirit, enjoining that the presence of five elective Members at least should be requisite to pass any measure. This rule was in operation until the late dissolution, and it worked satisfactorily.

5. This Island continued as an independent subordinate Government, that is to say, a Lieutenant Government under the general Government until 1871, when it was federated or confederated with the other independent subordinate governments into one federal colony, styled the Colony of the Leeward Islands; each government thenceforth becoming what it still is, a Presidency. Many of the insular laws of each island or Government passed previously to federation continue in full force and operation and unaffected and unrepealable by federal legislation, *e.g.*, both of the Constitution Acts hereinbefore referred to and quoted. It therefore follows that the constitution of this Presidential Legislature stands, or ought to stand, as of right, just as if Federation had never been passed or accomplished.

6. Having premised this short narrative, the Electives will now proceed to deal with the subject-matter of their protest, and constituting the proceedings complained of.

Composed entirely of natives of the Island, and consequently better acquainted with its wants and its topography, the representative body and, indeed, the Assembly differed from the Governor on certain matters of detail respecting a Medical Act, but chiefly in a matter of 50% in connexion with the salary of a medical officer. Some time thereafter his Excellency was pleased to dissolve the House on the 7th instant.

7. Pursuant to Proclamation the new Assembly met on the 31st January last and sat daily part of the ensuing week, the Governor presiding. To the surprise of the Electives they saw filling, for the first time, non-elective seats, three paid non-resident officials, the Honourable the Colonial Secretary, the Auditor-General, and the Clerk of the General Legislative Council, all residents of Antigua, and wholly unpossessed of any stake or interests in Dominica. The other four non-elective seats were filled by local officials, namely, the Public Treasurer, the Civil Engineer and Inspector of Roads, and two District Magistrates, nominee Members of the late Assembly. The Honourable William Macintyre, and William Stedman, and Francis Philip Latouche, Esquire, late unofficial resident nominees had been displaced to make way for the three non-resident paid official nominees. Messrs. Macintyre and Stedman were Members of the late Board of Council who, with others of that body, became, upon the union, Members of the Legislative Assembly; Mr. Macintyre continuing as such until the late dissolution and was, as the planting attorney of nearly all of the large proprietors of the island, regarded as representing the proprietary body or interest, and Mr. Stedman, a merchant, as representing the mercantile body or interest; and Mr. Latouche is a member of the Bar who used to act here occasionally for the Attorney-General as Crown Prosecutor.

8. Upon its first meeting the present Assembly framed new Rules, and among them, one altering the day and hour of meeting into daily meetings at the early hour of 11 a.m., unless otherwise decided. Another Rule was passed making the *quorum* to consist of any five members, thus abolishing the old salutary rule. At that meeting the Colonial Secretary gave several notices of Bills for the next day, and, on the following and every subsequent day during the sittings, he gave notices of measures all of which he brought forward on the morrow accordingly, without any printed or spontaneous written copies, save a few copies of one or two Bills such as the Medical Bill, furnished only at the earnest remonstrance and request of the electives.

9. Without even the slightest agitation existing among the people in favour of the herein-after mentioned or any other change of the Constitution, and without any petition or memorials seeking that or any other change whatsoever thereof ever having been transmitted to either the Imperial or the Local Government, the latter Government through the Colonial Secretary, gave, on Monday the 2nd instant in the Assembly, notice of a Bill to be introduced the following day to amend the 12th clause of the "Supplementary Constitution Act, 1865," *firstly*, by repealing the provision compelling the Governor to cause a Session of the Legislature to begin in the months of January and July every year, and to empower him to convene the Assembly by proclamation at his pleasure, once at least every year; and, *secondly*, to confine the initiation of Money Votes to the Executive. In the evening or night of the same day printed copies of this Bill were distributed among the electives.

10. Accordingly, on Tuesday the 3rd instant, whilst the Acting Chief Justice of the Leeward Islands, Mr. Justice Hancock, was sitting near the table and in close proximity to the Governor and the Colonial Secretary, and assisting them with whispered and slips of written advice, directions and explanations, as the Acting Chief Justice did throughout the session, the Colonial Secretary, dormant Lieutenant Governor, introduced and pressed on the Bill. And His Excellency Governor Berkeley carried the measure by his casting vote as well in the House as in Committee, as he did several of the other Bills, in the face of the earnest remonstrance and the unanimous determined opposition of the entire body of representative Members.

11. The Bill is at once subversive of the political Constitution of the Island in that, it destroys, *firstly*, the immemorial right and privilege of the Assembly—a right and privilege inherent in every Legislature, namely, the right of meeting after the opening of any session, upon any emergency or whenever circumstances require; and, *secondly*, the immemorial right and privilege of the representative element in being the guardians of the public purse.

The appointment of the three non-resident Official Nominees being contrary to the inflexible Rule in the late Board of Council appointments, to the invariable practice pursued since the legislative union of both bodies until the dissolution of the late Assembly, and to the spirit of the re-enacted proviso in the 4th section of the "Supplementary Constitution Act, 1865," enjoining the postponement of the exercise of the power of nominee appointments until after every general election, and thereby impliedly re-enacting the spirit of the repealed 4th section of the original Statute, in that nominated members shall be inhabitants; and since the non-resident paid official non-electives must return to their posts and their homes, and can consequently only pay

APP. C.

Dominica angels' visits, few and far between, the Governor was driven in the first instance, to hold early daily meetings and to run at railroad speed and without the pre-knowledge of the representative side of the house, through a mass of legislation in the late sittings, some of it seriously affecting the social, the fiscal, and the political position of the Island, and in the next instance, to reduce the local Assembly, as said by one of the Representatives in his place in the House, "into a kind of Circuit Legislature." This humiliating position of the Assembly was also partly necessary to avoid the operation of the 29th clause of the "Constitution Act, 1863," enacting among other things that upon the failure of any member for three months, without approved cause, to give his attendance in the Assembly, his seat shall become vacant. Thus to cover the unmerited slur cast upon the country in the appointment of three non-resident public servants, the Governor was driven to impose upon the Assembly the humiliation, if not indignity, of being reduced into an irregular Circuit Legislature, one wrong act thus giving rise to another.

12. With regard to the right and privilege of the popular element in being the Guardians of the public purse: for the purpose of punishing the Electives as also the non-electives who differed from him, in short, the late House, the Governor seeks to destroy altogether that right and privilege nowhere mentioned in any of the Constitution Acts, but which rests upon immemorial usage and custom in imitation of the Imperial Parliament.

13. Not being aware in time of the text of the Bill, the Electives could not on its passing, enter any protest, and were precluded from doing so the following day from the earliness of the hour of meeting. But they intended to avail themselves of the adjournment from the Wednesday the 4th instant to the next Monday the 9th instant. But on the intervening Saturday, the 7th instant, his Excellency was pleased to prorogue the Legislative Assembly to the 29th April next.

14. Being thus precluded from recording their protest they sent to the Governor, by a deputation of their body, a Notice of Protest, copy whereof is hereunto appended.

15. All the bills passed by the Assembly and assented to by the Governor were published on the 9th instant. And his Excellency and the three paid official nominees, and other members of his suite, left the Island by the Royal Mail steamer on the night of the 11th instant, for Antigua, their home.

16. As the independence of the Assembly has been subverted by its being reduced into a kind of Circuit Legislature, particularly as the immemorial right and privilege of the representative element, in being the guardians of the public purse, has been destroyed; and as illegality inheres, and must inhere to the Bill amending "The Supplementary Constitution Act, 1865," as also to all the other measures already passed, and hereafter to be passed by the Assembly so constituted contrary to the inflexible rule in the late Board of Council appointments, to the invariable practice that obtained since the Legislative Union until the late dissolution, and contrary to the spirit and intention of the Constitution Acts applicable to the Presidency of Dominica only, the Electives beg, in all humility, to submit for the Royal consideration, the following grounds amplifying those contained in their Notice of Protest:—

Firstly.—The appointment of three paid officials, non-residents in this Island, to sit in the local Assembly, is unsustainable in law, and contrary to the spirit of "The Constitution Act, 1863, and the Supplementary Constitution Act, 1865."

Secondly.—The appointment of paid public servants alone to fill all the nominee seats in the Legislative Assembly is contrary to the inflexible rule that obtained in the late Board of Council appointments, to the invariable practice since the union of the two Legislative bodies until the late dissolution, and to the spirit and intention of the said Constitution Acts.

Thirdly.—The Bill passed on the 3rd February instant to amend "The Supplementary Constitution Act, 1865," has the tendency to "reduce the Legislative Assembly into a kind of Circuit Legislature," and is subversive of the immemorial right and privilege of the representative element in being the constitutional guardians of the public purse.

Fourthly.—The measure emanated solely from the Government, and was carried by the Governor's casting vote in the face of the stout opposition of the entire body of representative Members.

Fifthly.—From the equitably objectionable, at least, and *ultra*-customary appointment of nominated members to the present Assembly, grave illegality inheres and must inhere to all the measures already passed and hereinafter to be passed.

Wherefore, the Elective Members of Your Majesty's Legislative Assembly most humbly pray that your most Excellent Majesty would be graciously pleased to signify the Royal disallowance of the said Bill amending "The Supplementary Constitution Act, 1865," or, that failing this, then, that your most Gracious Majesty would be pleased to grant any other relief in the premises as in the Royal wisdom, sense of justice and duty may seem meet.

(Signed)

JOHN BELLOT.
A. C. POTTER.
JOS. E. DUPIGNY.
H. R. ELWIN.
J. W. BELLOT.
L. A. GIRAUD.
CHAS. BEAURISSEAU.

26th February 1880.

To His Excellency GEORGE BERKELEY, Esquire, Companion of the most distinguished Order of Saint Michael and Saint George, GOVERNOR in and over the LEEWARD ISLANDS, VICE-ADMIRAL, CHANCELLOR, and ORDINARY of the same, &c., &c., &c.

May IT PLEASE YOUR EXCELLENCY,

WE, the Elective Members of this Presidency intended to give, on Monday last, the 9th instant, the day to which the house was adjourned, notice of protest, but by the unexpected prorogation of the Legislative Assembly by your Excellency on the 10th instant, we were deprived the opportunity of doing so.

We now most respectfully beg to notify your Excellency that we intend to enter our protest.

1st. Against the appointment by your Excellency of three gentlemen, officials, and non-residents in the island, as members to sit in the Local Assembly, on the ground that such appointment is contrary to the spirit of the Constitution Act, 1863, and the Amended Constitution Act of 1865.

2nd. That we also intend to protest against the Bill passed on the 3rd instant, to amend the Supplementary Constitution Act, 1865, on the ground that the measure was passed by casting vote of the Governor only, His Excellency then presiding.

3rd. That we intend further to protest against the appointment of paid officials only as nominees, on the ground that such was not the intention when the law was framed.

We request, therefore, that your Excellency will be pleased to defer the forwarding of the Amended Constitution Bill for Her Most Gracious Majesty's assent until the next packet, in order that our protest may accompany the Bill, and in the event of your having already posted your despatches, then and in such case we request that your Excellency will be pleased also to forward by this mail the present notice, in order that Her Majesty's Secretary of State may await the arrival of our protest.

(Signed)

JOHN BELLOT.
A. C. POTTER.
JOS. F. DUPIGNY.
H. R. ELWIN.
J. W. BELLOT.
L. A. GIRAUD.
CHAS. BEAURISSEAU.

Roseau, February 10, 1880.

No. 6.

ACT No. 23 of 1880 and PROTEST of ELECTIVE MEMBERS of LEGISLATIVE ASSEMBLY against the ACT No. 9 of 1883 modifying its provisions.

By this Act the sum of 5,600*l.* was authorised to be raised for "Services described in the Schedule hereto annexed, such sum to be applied in the manner described in the

APP. C. "Schedule and for no other purpose whatsoever." The Schedule to the Act is as follows:—

	Not exceeding.		
	£	s.	d.
Embankment of River Roseau	3,000	0	0
Repayment of expenses incurred by the Defendants in the case of Falconer v. Doyle and others.	1,000	0	0
Extension of the Roseau Waterworks to Charlotte Ville	300	0	0
Waterworks for the Village of Pointe Michel	300	0	0
In aid of Revenue, 1880	1,000	0	0
	£5,600	0	0

PROTEST of the ELECTIVE MEMBERS of the LEGISLATIVE ASSEMBLY against a Bill introduced by the Governor for withdrawing a sum not exceeding 1,200*l.* from the Roseau River Embankment Fund included in above Act No. 23 of 1880.

This Bill, which became Act No. 9 of 1883, made it "lawful for the Governor to appropriate an amount not exceeding 1,200*l.* by his Warrant on the Treasurer, the money at present to the credit of the Roseau Embankment Fund to meet the expenditure incurred in repairing the injury and damage caused to the jetty, sea wall and to the various Public Buildings of this Presidency by the Hurricane of the 4th and 5th of September 1883."

This Protest, appearing in the "Dial" of December 29th, 1883, sets forth:— (1.) That the sea wall was, owing to neglect, in a greatly damaged state long before the hurricane. (2.) That whereas the Bill declares that certain alterations were made in the original plan for embanking the River Roseau, no statement has been submitted to the House in support of this allegation. (3.) That the original sum of 3,000*l.* raised for the embankment of the Roseau River was raised by Debentures under Act 23 of 1880, which declared that the same should be appropriated to that purpose and to no other whatsoever. (4.) Because the amount of 3,000*l.* was based on estimates laid before the House showing that the amount was required for the purposes specified. (5.) Because the sum of 218*l.* 16*s.* 3*d.* has already been expended in construction of a piled spur intended as an embankment, but which, as was anticipated from its insufficient construction, was washed away by the first overflow of the river after the work was completed. (6.) Because the Elective Members believe that the balance will not be sufficient to accomplish the embankment of the river. (7.) Because a part of the sum sought to be withdrawn from the embankment fund is intended to be applied to a purpose not mentioned in the Bill, and not only not sanctioned by the House, but in direct opposition to a resolution of the House, and to the dissatisfaction of the general public. (8.) Because the works for which provision was made in the Act were commenced without any previous application to the House, although the House was then sitting. (9.) Because of the unskilful mechanics employed and want of control over such works, it is feared that more than 1,200*l.* will be required to complete the work, and that a further sum will have to be appropriated to it. The Elective Members, therefore, pray the Secretary of State to disallow the Bill, and urge most strongly that some control over the expenditure of public money should be exercised with the representatives of the people.

ABSTRACT of DESPATCH from SECRETARY OF STATE to GOVERNOR in reply to above Protest dated March 15, 1884.

In this letter the Secretary of State expresses his regret that when Act No. 9 of 1883 was before the Assembly they were not furnished with fuller information, but that if it is shown from information which he calls for, that the balance of the loan fund will

efficient for the embankment, he does not think that there is any reasonable ground for objection to the proposed application of part of that fund to meet the unavoidable and heavy expenses entailed by the hurricane.

APP. C.

No. 7.

ABSTRACT of PROTEST to the SECRETARY OF STATE respecting Yacht purchased by Governor. Minutes of February 20, 1883.

In this protest the Elected Members animadvert most strongly upon the purchase of yacht by the Governor without their previous concurrence, and protest further against the manner in which the votes for the maintenance of the yacht were forced through the Assembly.

No. 8.

ABSTRACT of RESOLUTION of HOUSE OF ASSEMBLY on January 23, 1883, respecting obtaining supplies from the Crown Agents for the Colonies.

In this resolution it was proposed that all supplies required for the use of the Presidency should either be imported direct from a London trading firm or be put up for local competition by tender.

The refusal of the Secretary of State to accept this recommendation was also put in evidence.

No. 9.

PROTEST of ELECTIVE MEMBERS on August 7, 1890, against the Vote on the Resolution for the loan of 10,000*l.* additional, passed at the sitting of the 26th day of June.

1. The Resolution granting the power to raise the said sum was passed by the casting vote of his Excellency the Governor, and was opposed by all the representatives of the people who were at that meeting, and it is believed to be a cardinal principle that no financial burdens can be imposed without the people's consent.

2. The spending of this large sum of money is vested in the Governor alone, whose handling of the previous loan of 20,000*l.* (which was sufficient to cover the cost of the works projected) has given rise to great popular discontent by reason of the large proportion thereof wasted by his Excellency in abortive surveys of useless road routes, in enterprises of doubtful benefit to the community, and in exorbitant salaries to incompetent engineers and other assistants.

3. The bulk of the taxpayers of this Presidency is opposed to any further increase of the public indebtedness which means heavier taxation in the near future than they will be able to bear, in spite of his Excellency's declaration to the contrary.

WILLIAM DAVIES.
HENRY HAMILTON.
JABEZ J. L. BELLOT.
D. O. RIVIERE.
L. A. BELLOT.
S. R. PEMBERTON.

No. 10.

PETITION, dated 8th January 1863, to Her Majesty the Queen against the substitution of the Single Chamber for the two branches of the Legislature which previously existed. The reply thereto to the effect that the Secretary of State was unable to recommend that the prayer of the memorial should be granted.

MINUTE of the Elective Members of the LEGISLATIVE ASSEMBLY of DOMINICA,
of 4th August 1891. Appearing in the "DOMINICA GUARDIAN," September 9, 1893.

WHEREAS Governor Sir W. F. Haynes-Smith presided at a meeting of this House on the 22nd day of May, 1891, whereat his Excellency delivered one of his usual specious and plausible addresses; and whereas upon motion made from the Elective Members of the House that a Committee be appointed to reply to his said address, his Excellency as Chairman, declared that the motion was lost, and declined to nominate such a committee of reply; and whereas ever since the appointment of Sir (then Mr.) W. F. Haynes-Smith as Administrator of this Colony in March, 1888, and subsequently Governor of the same in November, 1888, it has been the practice of his Excellency when presiding over the meetings of this House to deliver speeches containing matter of a controversial nature concerning which grave differences of opinion exist, and carrying on the face of some of them misleading statements of facts, gross inaccuracies, palpable contradictions of former pronouncements, and a number of broken promises and pledges which remain unredemed to the present day; and whereas the Elective Members of this House, taught by past experience, have reason to fear that such utterances by the Governor may at some future time be quoted as the unanimously accepted statements of unchallenged facts, they now consider it an imperative duty to enter on the records of this House their emphatic dissent from and disapprobation of some of the matters contained in the speeches referred to, especially such as touch on the progress and conduct of the public works under the Loan, in evidence whereof they cite the following statements and extracts from his Excellency's Addresses and Messages to this House:—

1. In his Excellency's Address of the 16th May, 1888, after insisting that the principal condition precedent to the prosperity of the island was the improvement of the means of communication, it is stated in paragraph 7: "It does not appear that it would be necessary to increase the rate of taxation; what is required is to insure the collection of it." In a communication from the Secretary of State to the Administrator, dated 11th June, 1888, and embodied in the Governor's Address to this House on the 21st August, 1888, there occurs this paragraph: "I share the hope which you express that, as the result of an improved collection of revenue, it may before long be found possible to reduce the taxation, and I concur in your opinion that the income tax should be abolished as soon as possible." But notwithstanding this *ad captandum* announcement that the rate of taxation was not to be increased, on the 11th June, 1888, his Excellency, in paragraph 6 of his Address stated that: "To supply the deficiency (caused by the abolition of the export duties) and to raise further revenue it is proposed to levy a tax of 2 per cent. on estates and 1 per cent. on house property." The following table compiled from the yearly estimates submitted to this House showing the enormous increase in revenue in the last two years, proves conclusively that every available portion of revenue is collected, as the revenue of this island has never yet been collected since its existence as a Colonial dependency:—

	£
1887—Revenue	16,567
1888— do.	17,180
1889— do.	21,247
1890— do.	21,482
1891— do.	24,045

In other words, the Government extracts from the people the half of the value of the total production of the island and an increase of 8,000*l.*, or 33 per cent., over present taxation, but no suggestion from his Excellency is to be found on the subject of reduction of taxes.

With this simultaneous realisation of "further revenue" and the improved collection of the same, the Governor promised and vowed many things. In paragraph 10 of his Address of the 11th June, 1888, his Excellency says: "If the proposed taxation of the amounts payable under the new Road Bill, to which I will presently allude"

" particularly, are recovered the revenue thus placed at the disposal of the Legislature (!) will enable them to provide for the development of the trade and industry of the island, the promotion of higher education, the improvement of the means of communication, and the general progress of the country." With the census papers disclosing a serious falling off in the number of the population; with the high school for boys, steam communication round the island and along the Leeward coast still but castles in the air; with the road for wheeled traffic and the bridges to Layou still at their initial stage; and with the public Treasury unable to meet its liabilities when due, the promotion of "the general progress" of the island by the Governor must remain a moot point to be decided in accordance with the private inclinations of each member.

2. It is in dealing with the public works under the Loan that the Governor retains the height of inconsistency and inaccuracy. Passing by the inconsistency of his Excellency's attitude in paragraph 4 of his Address of 16th May, 1888 (as illustrated by his practical abolition of the Road Board, the passage of the vote for 10,000*l.* loan by his Excellency's casting vote, and his initiation of the Portsmouth-Lasoye Road of his own motion), which reads as follows: "I have no preconceived ideas, and while here I only desire to act with you and for you in developing a country which must attract every person visiting your shores," the Elective members come to the construction of the road for wheeled traffic and the cost of the bridges.

In paragraph 5 of the Governor's Address to this House on the 21st August, 1888, the paramount importance of this work in the opinion of members of the Road Board is clearly set out: "The Road Board are unanimous in opinion that the bridges should be erected as speedily as possible." Further insistence is made on this point by the Governor on the 7th March, 1889, in the following words: The surveying work must, however, be interrupted as soon as the working plans of the bridges arrive, for I think you will agree with me in considering that however urgently the survey may be wanted, the construction of the bridges must have priority." On the 26th November, 1889, the same policy is further emphasized in these words of paragraph 6 of the Governor's Address: "The Government desire to press on with the work of erecting the bridges and constructing the roads, &c." Yet, in spite of these reiterated intentions, on the 25th March 1890, and while the bridges have not been put up, nor the road to Layou made (as they remain to this day), his Excellency states that "Mr. Fadelle, C.E., has been instructed to proceed with the survey, and my instructions to him are that the road is to go up the Layou Valley to Bassin Will." Furthermore it is notorious that Mr. Fadelle, C.E., has been up to very recently, if he is not still, engaged in the survey of the Layou Valley, to the neglect of the erection of the bridges on the Roseau-Layou route and the construction of the road of the same, of which but an insignificant fragment has been made.

Although the foregoing comparison between the Governor's speeches and the Governor's acts, disclose vacillation of purpose, and a shiftiness of policy which fails to inspire confidence, the climax is reached when the Elective Members examine the figures put before them at various times by the Governor with respect to the cost of imported machinery and estimate of work. On the 21st August, 1888, this House was informed by the Governor: "I am glad to be able to tell you, from estimates which I have received from the professional advisers of the Colonial Office, that the ironwork for a continuous chain of bridges round the island can be obtained for from 8,000*l.* to 9,000*l.*, and I have accordingly requested that the Crown Agents should retain 8,000*l.* in their hands from the proceeds of the Loan, to defray the cost." Herein the Governor was manifesting at this early date of his rule, that disposition to depart from the programme agreed on which has proved the ruin of the works under the Loan. At this time there was no question of placing a continuous chain of bridges over the rivers of the island, nor has such a project been mooted either in the Assembly or Road Board. His Excellency's next financial disclosure was made on the 7th March, 1889, as follows: "The iron work for the bridges amounts to 1,109*l.* for the Layou Bridge, and 657*l.* 17*s.* 4*d.* for the other bridges, or a total of 1,766*l.* 17*s.* 4*d.* for the bridges, delivered free on board in London." It is presumed that only the bridge work for the Roseau-Layou route is here meant. And his Excellency continues: "The detailed survey of the road across the island, and the completion of the road to Layou as a cart road, and the erection of all the bridges to Layou and the Layou Bridge itself, ought to be completed for 10,000*l.* The balance of that portion of the loan already authorized, I propose to expend in constructing the bridges on the Windward side, and the bridges over the Melville Hall, Rosalie and Pointe Mulatre rivers are to be the bridges first proceeded with."

APP. C.

According to these two statements the account would stand as follows:—

	£	s.	d.	£
Amount of first instalment of loan				20,000
Sum left in Crown Agents' hands for continuous chains of bridges round the island	8,000	0	0	
Estimated amount of cost of survey of the road across the island, and the completion of the road to Layou as a cart road, and the erection of all the bridges to Layou, and the Layou bridge itself	10,000	0	0	
	18,000	0	0	
Less cost of ironwork for bridges on Roseau-Layou route put down at and included in 8,000%	1,766	17	4	
				16,233
Leaving				£3,767

towards the expenses of making a road across the island, and putting up the rest of the continuous chain of bridges, and paying the freight from England of the ironwork. How far these statements and estimates have fallen short of the reality may be gauged by the notorious fact that the surveys are not yet completed, the road of Layou and the bridges on this route have scarcely been touched, the road across the island not yet commenced, and the ironwork for the chain of continuous bridges has not yet reached the island. Yet the Governor informed this House by Message of 25th September, 1890, that "the expenditure on the Loan Account to 16th of that month was 20,553*l.* 7*s.* 1½*d.*"

3. On the 25th March, 1890, the Governor informed this House in his Address that "the district from Marigot to Woodford Hill, including some of the largest sugar estates, are being connected by a good cart road, and arrangements have been made for maintenance in thorough repair by the representatives of those estates." But on the 25th September, 1890, this House is informed by Message that "the Governor has also received the plans, specification, and estimates, which will be laid before the Road Board, for the construction of a driving road with easy gradients between Portsmouth Harbour over Dos d'Ane Hill, through the Blenheim Valley to the important Lasoye district," which "plans and specifications" include the "good cart road" mentioned by the Governor on the 25th March, which was being maintained in "thorough repair" by the sugar estates on the route.

4. The same contradiction of preceding statements will be found in the Governor's utterances respecting the fruit trade. For on the 26th November, 1889, his Excellency thus grandiloquently alludes to his efforts in this direction: "It has been arranged that the steamers of the Québec Steamship Company shall call here once in every five weeks properly fitted and prepared for carrying bananas, &c. It has been further agreed that the agents of this line shall purchase at the ships' side when here such of the bananas as come up to the Jamaica bananas, &c. A market for the fruit is thus brought to this island, &c." As a matter of fact the agents of the Quebec Steamship Company never bought bananas in any quantity, nor was any "market" for bananas brought to this island, the Government being the only speculator in this article (and that at a loss) with the taxpayers' money. That the Governor had achieved nothing in this direction is proved by the first paragraph of his Address to this House on the 23rd May of this year, which reads as follows: "I have for some time been endeavouring to make provision for opening a regular export trade in fruit from this island, and I am glad to inform you that I am now able to lay a practical project before you for your consideration." The "practical project" subsequently disclosed by the 4th paragraph of this Address does not amount to more than another repetition of the willingness of some other company to buy fruit on certain conditions, and may therefore be regarded as only an empty and meaningless illustration of the saying "great cry, but little wool." It is, however, made to serve the purpose of a peg on which to hang a demand for another loan of 20,000*l.*, which the Elective Members of the Assembly regard as monstrous in the face of existing heavy taxation, and with the tide of emigration setting so strongly from this island by reason of the increasing taxation, as proved by the census papers of this year, and with the Treasury of the island unable to meet its liabilities when they become due.

5. The Elective Members finally place on record their emphatic dissent from the admission that the speculative purchase of any more land of the Bath Estate is necessary to embank the Roseau river. While the Botanical Station remains unpaid for, and the extravagant taxation of the inhabitants remains at its present figure, it is obviously impossible for the representatives of the people to assent to one farthing's increase of the public indebtedness for purely fanciful purposes, and seeing that the Roseau river has been successfully and neatly embanked on its south side above the Roseau Bridge, without the purchase of any land along the bank, it is absurd for the Governor to launch so flimsy an excuse for wasting more money.

6. The Public Library, Higher School for Boys; Carriage Roads to Pointe Michel, Snug Corner, Shawford, the Lake, and Watton Waven; jetty for steamers to call alongside; Portsmouth Pumping Engine to drain swamp; band, and other matters remain on record in the Governor's addresses as testimony to his unlimited capacity for originating schemes without any intention or corresponding ability to carry them out.

Dated this 4th day of August, 1891.

(Signed)

WILLIAM DAVIES.

SHOLTO R. PEMBERTON.

A. R. LOCKHART.

L. A. BELLOT.

D. O. RIVIERE.

HENRY HAMILTON.

JABEZ J. L. BELLOT.

(This Minute was expunged on 30th October 1891 from the Records of the Assembly.)

No. 12.

TO HER MOST GRACIOUS MAJESTY THE QUEEN.

MAY IT PLEASE YOUR MAJESTY,

Your most gracious Majesty's humble subjects, inhabitants of this Your Majesty's Presidency of Dominica in the Colony of the Leeward Islands, beg to approach Your Majesty with loyal devotion to Your most Excellent Majesty's throne and person. Your Majesty's loyal and devoted subjects regret to be compelled to place before Your Majesty the following formal complaint against his Excellency, George Berkeley, Esquire, Companion of the most distinguished Order of Saint Michael and Saint George, and Governor of the Leeward Colony, in that:—

1. At the opening of the Legislative Assembly of this Presidency, on Saturday, the 31st day of January of the present year, he appointed three non-residents to sit as nominees, contrary to the spirit and intention of the laws which are applicable to this Presidency only, and passed in the years 1863 and 1865 respectively, and before the Leeward Islands were formed into a Federal Colony.

2. The nomination of these three members to seats in the local Assembly instead of that of men holding leading social and political positions in the Presidency, has converted the nominee side of the House into a purely official one, and shaken the confidence of Your Majesty's devoted subjects who are forced to look with extreme caution on all measures emanating from the local Executive.

3. At the third meeting of the Legislature on the 3rd day of February, an important change entitled the "Amended Constitution Act" was proposed, and on the following day hurried through all its stages, the representatives of the people not having been afforded an opportunity of consulting either their constituents or general public opinion.

4. The several motions above alluded to have for their ultimate aim the curtailing of the political rights of Your Majesty's loyal subjects, and have therefore been objected to by the entire elective vote of the local Assembly. But notwithstanding such unanimous opposition, his Excellency the Governor, by the instrumentality of the nominated members composed exclusively of officials, from whom independent action cannot be expected, and solely by the preponderance of his casting vote, has nevertheless forced on Your Majesty's devoted subjects of this Presidency the objectionable measure.

5. The subsequent action of his Excellency the Governor in proroguing the House by proclamation on Saturday, the 7th instant, to the 29th April next, after having adjourned to Monday, the 9th, whereby a formal protest from the representatives of

P. C. Your Majesty's humble subjects of this Presidency against the several matters complained of, was prevented from being incorporated in the minutes of the House, strengthens the feeling of distrust which accompanies each successive attempt further to curtail the political rights of Your Majesty's humble subjects.

Your memorialists therefore humbly pray that it may please Your most gracious Majesty to cancel the appointment of the three non-resident nominees and also to withhold Your Majesty's assent to the "Amended Constitution Act."

25th February, A.D. 1880.

No. 13.

TO THE QUEEN'S MOST EXCELLENT MAJESTY.

The humble PETITION of YOUR MAJESTY's loyal and dutiful subjects inhabiting the Islands of DOMINICA, MONTserrat and the VIRGIN ISLANDS, forming part of the FEDERAL COLONY of the LEEWARD ISLANDS.

HUMBLY SHEWETH,

1. That your petitioners avail themselves of the auspicious occasion of Your Majesty's glorious Jubilee to humbly offer to Your Majesty the heart-felt expression of their feelings of gratification at the event celebrated this year throughout Your Majesty's dominions.

2. That in thus approaching Your Majesty with their dutiful and sincere congratulations on the happy completion of half a century of beneficent rule, Your Majesty's loyal subjects, impressed with the conviction that the material welfare and prosperity of your Majesty's colonial subjects are objects of solicitude to Your Majesty, beg respectfully to crave Your Majesty's gracious consideration of their case as regards the political disabilities under which they are placed, and earnestly pray that adequate relief may be granted to the several communities herein-before mentioned, whereby the present anomalous form of so-called political freedom may be superseded by such a change in the Constitution of the Colony as may secure to Your Majesty's subjects therein a just and equitable measure of true liberty in respect of the conduct of their own affairs.

3. That in this connection Your Majesty's dutiful and loyal subjects specially deprecate the continuance of the present forms of Legislature in these islands, in the majority of which the people have no voice in the election of their so-called Representatives, while in those where Representatives are elected, the elective element, which experience proves to be the only reliable protection and safeguard of the popular rights, is practically rendered null and void; firstly, because the nominated element, chiefly official, outnumbers by a casting vote the chosen Representatives of the people; and secondly, because in direct opposition to the parliamentary principle existing in the mother country, the representatives of the local taxpayers are unable to control effectually the disposal of public moneys in questions arising before the local or general Legislatures.

4. That the last-mentioned unhappy disability, which has been for years a fruitful source of serious detriment to the populations of these islands, is a fact universally recognised by Your Majesty's humble petitioners, and which has been frequently brought to the notice of Your Majesty's Government. Your Majesty's dutiful subjects are therefore looking forward with feelings of earnest anticipation to the day when their electoral Representatives will be in a position to influence for good the councils of Your Majesty in these Islands, thereby strengthening the bonds between the Government of Your Majesty and the people, as well as confirming their loyalty and esteem for Your Majesty's throne and person.

5. That as the Islands of Antigua, St. Christopher, Dominica, Nevis, Montserrat, and the Virgin Islands formerly possessed Legislatures thoroughly representative of the people, and such Legislatures having been abolished contrary to the wishes of the inhabitants, and their rights and privileges, which they greatly prized as the inheritance of their forefathers and as British citizens, having been wrested from them by unconstitutional means, and contrary to the spirit and traditions of British Institutions; and as Your Majesty's loyal and dutiful subjects have ever entertained respect and attachment to their connection with Your Majesty's Government and have always been a peaceable and law-abiding people,

Therefore, Your Majesty's loyal and dutiful subjects pray Your Gracious Majesty to grant to your petitioners, inhabitants of the Leeward Islands, a form of Government which shall be wholly or principally representative. And such benign concession of the prayer of your humble petitioners would not only be regarded as an act of justice to Your Majesty's loyal subjects, but would happily commemorate the event on which it is their desire to offer to Your Majesty their dutiful congratulations, and would operate to preserve in the memory of Your Majesty's subjects in this Colony a grateful sense of Your Majesty's benevolence and regard for Your Majesty's humble petitioners.

And as in duty bound your petitioners will ever pray.

No. 14.

GOVERNMENT RESOLUTION at FEDERAL COUNCIL carried by OFFICIAL VOTES
and ST. KITTS MEMBERS, May 1892.

Resolved.—“That this Council hereby approves of the establishment of regular and quick steam communication between this Colony and the United States of America, and the establishment of first-class hotels, and hereby approves of the provisional contracts which have been entered into for securing these objects subject to the approval of Her Majesty's Principal Secretary of State for the Colonies.”

In the contract with the syndicate offering to supply the steam communication and to erect hotels in Antigua, St. Kitts, and Dominica, was a condition to lend Dominica 10,000*l.* for public works.

On motion by the Dominica members that this clause be struck out, as being unconstitutional and unfair to Dominica, the same was lost.

No. 15.

RESOLUTION moved in the LEGISLATIVE ASSEMBLY on 30th April 1885.

That it be urged on the Secretary of State for the Colonies :—

- (1.) The peculiar claims of this island to be severed from the Federal Government of the Leeward Islands.
- (2.) The opportunities of the present juncture for making such change.
- (3.) The craving of the inhabitants of all classes for a form of Government in which the Elected Members of the Legislature shall have a preponderating voice in financial matters.
- (4.) The readiness of the people of this island to suitably provide through this House for the maintenance of a resident Lieutenant-Governor, and of other local resident officers required to carry on the administration. And that the Governor acquaint this House of the Colonial Minister's reply to such solicitation.

The motion was put and carried, but in Committee was thrown out by the casting vote of the Chairman.

No. 16.

RESOLUTION passed in the LEGISLATIVE ASSEMBLY on the 29th June 1885 with reference to DOMINICA being added to the WINDWARD GROUP.

Whereas this House is of opinion that a system of Federal Government is most unsuited to the particular requirements of this island :

Whereas federation itself has not only proved a failure, but has been a cause of growing and continuing dissatisfaction to the people, whose burdens have been greatly increased thereby without any adequate financial or other advantage therefrom :

Whereas none of the advantages which it was affirmed would be achieved by Confederation have been realised, but the very reverse. In our system of Government the people have practically no voice, and one of the pernicious results of it is that public moneys have from time to time been taken from the island's revenue and expended, not infrequently squandered, without a previous vote of the Legislature. The expenditure

APP. C. of the island has vastly increased since Federation. And as it has been in the system of Government so it has been in our judicial establishment, financial and every other system; they exhibit no advantage that can be said to be superior to those they have replaced, but on the contrary. Nor is this all. Whilst strangers without any superior claims have been promoted from other places to offices of emolument in this Presidency, men who have been toilers long and faithfully in the public service obtain no corresponding recognition or advancement;

And whereas universal public feeling is in favour of a separate and distinct Government, as a probable means of retrieving the fallen fortunes of, and insuring efficient administration for the Island of Dominica.

Resolved.—“That the Secretary of State be acquainted that this House considers that it would be for the best interests of Dominica to be severed from the Leeward Islands Confederation; but for the reasons aforesaid the House does not consider that it would be advantageous to the Island to become a portion of, and be joined to any Windward or other proposed federated Colony, and it prays his Lordship to further its request, made hereby on behalf of the entire people, for a return to, and a re-introduction of local responsible Government.”

No. 17.

RESOLUTION passed in LEGISLATIVE ASSEMBLY, 6th August 1885.

That this House wishes to put on record its dissatisfaction at the unconstitutional action of the Secretary of State for the Colonies in appropriating the sum of £1314. 19s. 10d., the funds of this Presidency, towards the expenses of the Royal Commissioners, on his own motion and will without coming into this House for a vote until after the money had been irregularly taken from the hands of the Crown Agents, and this House accordingly refuses to sanction the outlay.

No. 18.

AMENDING RESOLUTION moved in the LEGISLATIVE ASSEMBLY on 7th September 1886 by Mr. DAVIES, and seconded by Mr. D. O. RIVIERE,

Whereas for well-known and obvious reasons, directly traceable to defects in the existing constitution of the Colony, the present Scheme for Federation leaves much to be desired with respect both to efficiency and economy; and

Whereas it is illogical and illusive to believe that any further development of this system can be productive of other than harm to the entire population, by which Federation has at no time been accepted with favour; and

Whereas in order to remedy these grievances the Constituencies of this island have asked through their Representatives on several occasions for an increase of the popular element in the local Legislature; and

Whereas, furthermore, certain conditions of physical location, language, industrial pursuits, and religion, together go to make the association of this island with the Leeward Group a serious and detrimental administrative blunder.

Resolved.—1. That this House, while conscientiously unable for the reasons above set forth to countenance or support any closer drawing of a federal tie, nevertheless is strongly of opinion that the composition of this House would advantageously be altered on the lines of paragraph 9 of Lord Derby's Resolutions, whereby two-thirds of its members would be elected by the people; and

2. That having regard to the peculiarities of this island any change in the direction indicated should in no way involve connection with the Leeward Group of islands, to which Dominica does not belong, and from which its people desire it to be severed.

This Resolution was put to the vote and lost—members voting as follows:—

Ayes.—Messrs. A. D. Riviere, Hamilton, Pemberton, Davies, D. O. Riviere, A. R. Lockhart, and Bellot—7.

Noes.—The Attorney-General and Messrs. Porter, Coull, Roper, A. D. Lockhart, Fillan, and Latouche.

His Excellency gave his casting vote with the Noes.

MEMORANDUM, on certain matters concerning the INQUIRY into the PRESENT CONDITION of the ISLAND OF DOMINICA, written for the information of Sir ROBERT G. C. HAMILTON, K.C.B., Her Majesty's Special Commissioner.

When I appeared before the Special Commissioner to give my evidence I was not aware that my examination would have covered so extended a field. Thus my evidence on some subjects was not so complete as it might have been, inasmuch as I had had no opportunity of giving careful thought to various questions raised, nor had I the advantage of referring beforehand to documents and other sources of information in my possession. I have, therefore, with the consent of Sir Robert Hamilton, decided to supplement my evidence, and to touch on some points not referred to in my examination on the 1st December last, by the writing of this memorandum.

Causes giving rise to the present discontent of some of the people.—In my evidence I pointed out that these causes were primarily of an economic nature, and that they had been greatly increased during recent years by the inflammatory writings and speeches of certain island politicians. Mr. A. R. Lockhart has striven to show, in the *précis* of the legislative history of the island handed in by him, that the commercial and industrial decline is due entirely to political causes. But this declaration is not in accordance with fact. The "happiest days" alluded to by Mr. Lockhart, were the days of the material prosperity of the island when estates all over the country—many of which are now wholly or partially abandoned—were working prosperously and providing employment and profit for labourers, artisans, and tradespeople generally. Most of these properties were cultivated in sugar canes, and the decline of the sugar industry in this part of the world, brought about by the competition in the great markets of foreign bounty-fed sugar, caused the estates to be sold or thrown out of cultivation by the men of capital who then owned them. In illustration of this fact I may here give extracts from a paper, written by the late Hon. William Macintyre and myself, on the result in this island of the operation of the sugar bounties. The paper was written early in 1880 for the use of those in England who were then engaged in efforts to bring about the repeal of the bounties, and it may be mentioned that Mr. Macintyre was then the "sugar king" of Dominica. The following are the extracts in question:—

"Although Dominica is the third largest island of the British West Indies, it stands low down in the list of sugar exporting colonies; the cultivation of the cane, however, occupies the attention of the majority of the planters, and the abandonment of the sugar estates would throw out of employment the greater part of the labouring population, and would thus be a source of great disaster to the country.

"For many years past the sugar cultivation has not been remunerative. In a good season it gives a bare livelihood; and, after a bad season, the planter generally finds himself in debt, and thus it comes to pass that many of the sugar estates have heavy mortgages upon them.

* * * * *

"The cause of all this gloom and depression in lands which, on account of their great advantages and wonderful fertility ought to be the homes of contented and prosperous populations, is the free admission into English markets of sugars bolstered up by foreign export bounties.

"The English sugar colonies are shut out from all other markets but those of Great Britain; and there they have to suffer what is equivalent to a tax of 34. on every ton of sugar they send home. What wonder, then, that in the face of this unfair competition, the colonial producer should lose whilst the foreigner gains; and what wonder that a crisis should be impending in the West Indies which, if not tided over, will spread ruin in the smaller islands, and will throw a large section of the labouring population out of work."

This prediction was realised in Dominica. Nearly all the absentee proprietors got rid of their estates or practically abandoned the cultivation of the sugar cane, the result being that very many labourers and artisans and others were unable to find employment and poverty and distress, with their invariable accompaniment of discontent, were found in all districts of the island. A number of the estates got into the hands of persons who were without sufficient capital to work them properly; and very many labourers, instead of finding constant employment, were compelled to accept the position of *metayers* or to leave the island to seek for work elsewhere. At this time, too, several Dominicans returned from the gold districts of Venezuela with considerable sums of money, and the effect of this was to cause a stream of emigration to the gold mines, and thus the

population was materially decreased. It has been calculated that there are at least 7,000 Dominicans in Venezuela who would be glad to return to this island, but who are unable to do so from poverty; and, if these figures be correct, the decline in the population of the island during the last decennial period is more than accounted for.

Some of the unemployed labourers planted cacao trees, under contract, for the impoverished owners of estates, and the discontent resulting from disputes when the time came for the landowners to take over the bearing cacao found expression in the courts of law. The late Sir John Gorrie, when Chief Justice of the Leeward Islands, gave especial attention to this matter, and I know that it subsequently engaged the earnest attention of Chief Justice Sir Henry Ludlow and Mr. Justice Danavall, the resident judge of Dominica. Indeed, when I was occupied with my commission of inquiry into the spread of disease amongst the populations of many of the West Indian Islands, I was asked by Mr. Danavall to obtain for him information concerning the working of the metayer system in Tobago as he was then considering important matters relating to the difficulties surrounding the same system in Dominica.

This island is not alone in its suffering from the depreciation in the value of sugar. The same cause has given rise to the decadence of the prosperity of neighbouring colonies that, like Dominica, are now passing through the stage of depression consequent on the transition from sugar cultivation to that of other staples. But in these colonies the discontent due to economic causes has not been intensified by an organised system of attempting to teach the masses that they are a "down-trodden" people, and that the government and the public officials are responsible for every evil abroad in the land, and are the cause of the industrial and commercial decline.

Disregard of the views of the people in political questions.—I stated in my evidence that the masses cared little or nothing for political questions, and this I believe to be the fact from my own knowledge, the result of observations extending over a period of residence in the island of 24 years. It is true, however, that there are many persons now who exhibit what may be described as political unrest; but, in nearly every instance, this is due entirely to the effect of the persistent agitation of the leaders of the political party that has been dominant in the island for the last 12 years. These local politicians, by inflammatory writings and speeches, and otherwise, have done all they could to make the people believe that the chief enemy of the masses is the Government. Besides this, at the time of Lord Gormanston's administration political demagogues swamped the country and urged the people to offer a passive resistance to the payment of taxes, and to allow the Government to try to collect them "at the point of the bayonet." I appended to this memorandum the copy of a leading article (marked A.) that appeared in the "Dominica Dial," a paper edited by Mr. William Davies, on the 7th May 1887, and it will be seen from it that the ideas put into the heads of an ignorant and uneducated people were of the most dangerous character. This attack, which was supplemented by similar verbal teaching, made a profound impression at the time: and, since then, the difficulties of government have been greatly increased by resistance of a nature indicated in the seditious article. That the political party who gave such dangerous counsel to the people have not gained the wisdom of moderation exemplified in the language used by Mr. Davies, their leader, even in the Federal Council in Antigua. As the fortunes of the Colony depend on agriculture, the Government, by the advice of the Kew authorities, determined to appoint a scientific man as Superintendent of Agriculture, in order that every effort might be made to assist in the establishment and prosecution of new and remunerative industries. When the question of the salary of this officer was brought up in the Federal Council Mr. Davies made a most violent speech, as will be seen from the following passage, taken from the report of it in the "Antigua Standard" of the 5th June 1891:—

"Mr. Davies said that if the Government at this stage pushed this vote it would be simply disgraceful. This resolution was the last straw which, proverbially, was said to break the camel's back. The Attorney-General had called him a sceptic as to the good intentions of the Government. Personally, he must confess he felt more respect for highway robbers like Ali Baba and Robin Hood than for the Members of the Government. They at least ran some risk in rifling the pockets of wayfarers, whereas the pocket-picking of the Government, safe from the consequences of hard labour, was cowardly, as well as dishonest. He supposed the Federal Officer whom it was sought to create by the resolution would be as ignorant of his duties as were the customs and other federal officers. If he had time and possessed the tongue of an angel and if only he would stamp the Colony from parish to parish, and would advise the people to reject the torch throughout, as the only means of purifying by fire the corrupt state of things which he saw before him."

The counsel given to the people not to pay taxes culminated in the most unfortunate occurrences at La Plaine, when four men were killed and two women were wounded. Since then the people, I am informed by reliable persons, have been advised still to resist the payment of taxes, and I believe the Government are in possession of documentary evidence to that effect.

I stated in my evidence that the incidence of taxation is unfair to the smaller proprietors. This unfairness was brought about when the land tax was quadrupled by the votes of the elective members themselves, some of whom, and many of their political friends, were at the same time relieved of much of their public burdens by the simultaneous abolition of the export duties, which did not in any way affect the smaller landowners. The peasant proprietors sell their produce in the towns; and, as no difference was made in the local ruling prices, they derived no benefit whatever from the raising of the export dues.

The following facts appear to me to point unanswerably to the conclusion that the people generally display little attention to political matters :

- a. The franchise is now sufficiently low to enable most of the peasant proprietors, artisans, and others to enjoy it; and yet the roll of voters shows that, comparatively speaking, very few have taken the trouble to record their qualifications to vote. This fact can be proved by comparing the list of persons liable for land and house tax with the lists of voters for the various electoral districts. It must also be pointed out that a large number of the present qualifications to vote have been recorded, not by the voters themselves, but by those engaged in political struggles.
- b. A reference to the number of votes recorded at the election of members of the Assembly will prove that a large number of those entitled to vote abstain from doing so. Some because they disapprove of the actions of the sitting members, and others because they are indifferent to the whole matter. This is the more noticeable because an election is a day of holiday and feasting and drinking, the candidates providing a liberal entertainment for their supporters and their friends. In a country like this such an entertainment has its charms for the people, and the abstentions from the polls are, therefore, all the more remarkable.

Racial prejudices.—This most important matter is one that has been ever present in the island for some years past, and yet I believe it is one of which no evidence has been taken. In these colonies there exist three distinct sections of the population, viz. :—

- I. The blacks, who are the descendants of former slaves.
- II. The whites, who are the colonists, and their descendants, and many of the public officials.
- III. The coloured people, as they are called here, the outcome of the commingling in varying proportions of black and white blood.

The blacks form the large majority, the whites the minority, and the coloured classes and the whites together do not anything like equal the black population.

It may be said generally that the greater part of the prejudice that exists is between the coloured and the white sections of the population. During the earlier half of my residence in the island "colour questions," as they are styled, were rarely brought up, and there was harmony between all sections of the people. But, unhappily, racial prejudices have been raised and intensified by the many articles and letters, most of them exaggerated or untruthful, that have appeared in the "Dial" and "Guardian" newspapers. That this is no overdrawn statement is seen from the copy of a leading article (marked B.), appended hereto, that appeared in the "Dominican" newspaper published on the 3rd July 1890. As far as my own observation and knowledge go, it appears to me that the greater part of the prejudice is on the side of the coloured people themselves, who have been led to believe by numerous writings in the newspapers that the whites despise them, are inimical to them, and would wish to keep them to the lowest level possible. It is scarcely to be expected that every particle of racial ill-will and prejudice will die out yet awhile, for the wrongs of slavery are too recent for the feelings of shame and anger to be entirely forgotten. In the meantime for this racial ill-will to be kept ever before the public, and to be "used as a powerful political weapon," it would appear, simply the means of preventing the establishment of thoroughly representative institutions. It has been hitherto the wise policy of the Home Government to retain the balance of power over those colonies where racial jealousies exist, and until the people of Dominica learn to live in harmony and unity it would be unwise to give the power to any one section of the population.

The best form of legislature for Dominica.—In my evidence, although I condemned the present form of legislature, I hesitated to give an opinion as to what would be best, for I had not then given the matter careful consideration. I stated my reasons, however, for objecting to a Crown colony, and asserted that many persons here besides myself would regard with apprehension the adoption of any system that vested the political power in the present members of the Assembly.

Those who advocate the Crown colony legislature point to the fact that those islands in which it is established are more prosperous and contented than Dominica, and they say with truth that the Government would then have a free hand to adopt measures for the improvement of the country without being hampered by the factious opposition that has unhappily been too often manifested here of late. They fear, too, to see the destinies of the island swayed by men whose past conduct in the legislature and out of it they have reason to consider inconsistent and blameworthy.

As regards an extension of the elected side of the Assembly, ample evidence has been already adduced by its advocates, and I need not enlarge on the matter. If, however, it should be decided to give a preponderance to the elective element, there is one important point I would draw especial attention to, and that is the necessity for proper provision being made for the representation of minorities. By the present constitution there are seven electoral districts, each of which returns one member. When the franchise was lowered, about 12 years ago, there was unfortunately no redistribution of seats, with the result that the constituencies are now very unequal as regards population and wealth. Thus, in Roseau, where there are over 200 voters, a candidate might secure 100 votes (given by men holding no inconsiderable part of the whole wealth of the island), and yet fail to gain a seat, whilst in the St. Joseph's division 25 votes from peasant proprietors would enable the candidate to head the poll. At the present time, although there are a large number of people adverse to the policy of the present elective members, the voices of these people are incapable of being heard in the legislature, by reason of the fact that they are in a minority in the several circumscribed constituencies.

After a careful consideration of the whole question, I have arrived at the conclusion that the following form of legislature would be the best for Dominica:—

- I. The Government to have the power of vetoing any legislative act.
- II. The number of members of the Assembly to be the same as now.
- III. The nominated side of the house to be altered so that it shall consist of three or four *ex-officio* members selected from the heads of the chief public departments in the island, and the rest to be unofficial members appointed from amongst the leading residents. The nominated members to have freedom of vote and speech.
- IV. The elected members to be returned by combined constituencies, so that each electoral division shall return not less than two members.
- V. The Governor's casting vote to be abolished, as it has always given rise to extreme dissatisfaction, and intensified the odium the Government has had to contend with.
- VI. All measures to be lost when the votes for and against them are equal, and no measure to be brought up a second time in the same session of the House.

The last two provisions will weaken the Government in a measure, and undoubtedly increase the power of the people through their representatives. It may at times defeat or delay useful legislation, but then the responsibility of this will rest on the shoulders of the members, who will have to account to their constituents, who, by reason of the redistribution of seats, will not belong to one party solely, as now.

The Executive Council.—The composition of this body has given rise to much dissatisfaction on all sides, inasmuch as it is composed mainly of officials resident in Antigua, who are believed to know and to care little about the true interests of Dominica. If these members were replaced by local heads of departments, and by leading residents, I am satisfied that the Executive would get much better advice, and often be saved from falling into serious error.* If a strong Executive Council be formed, it should be called together to advise the Governor on all important matters, and every Government measure before being introduced into the Legislative Assembly should

* It will be necessary, however, in the appointments to the Council to see that agricultural interests be properly represented. Dominica is an agricultural country, and yet the two local members of the present Council are both merchants, whilst none of the official members have any knowledge of agriculture and its needs.

laid before the Executive Council, in order to afford the Councillors an opportunity of giving advice in regard to its provisions. In this way there would be much less chance of an adverse vote in the Assembly, and there would be fewer instances of the introduction into that House of crude and undigested bills.

The food of the people.—The various questions surrounding this important subject, not only in Dominica but in other West Indian colonies, was one of the points of the commission of inquiry intrusted to me by the Home Government in 1890. My report has probably by now been published by the Colonial Office, and it is unnecessary for me, therefore, to enter into the matter here.

(Signed) H. A. ALFORD NICHOLLS.

Dominica, 6th December 1893.

EXTRACT from "DOMINICA DIAL" newspaper of the 11th September 1886:

"And it remains to be seen whether a governor, even a titled one, is to be allowed, with the help of a handful of officials, to tax the people of this island without the consent of their representatives; for, if this be allowed, Her Majesty's Government will have to collect their taxes at the point of the bayonet."

A of No. 19.

COPY of the LEADING ARTICLE in the "DOMINICA DIAL" NEWSPAPER of May 7th, 1887.!!

We have transcribed from the pages of an English democratic newspaper* a letter headed: "What is Law?" The perusal of this letter and the lessons which its publication is intended to teach to the people of the Leeward Islands, now seeking to obtain the merest crumbs of political liberty from the English Government, are commended to the earnest, studious consideration of every patriot. A great deal has lately been said against some of the politicians of the island, who have been dubbed "political agitators" from no less an eminence than the pulpit. Hard words break no bones; but this intended taunt, coming from those who are the self-proclaimed disciples of one of the world's great reformers, shows how superficial is sectarian appreciation of their master's teaching. As a matter of fact the world owes all the liberties it enjoys to those who have had the courage of their opinions in matters religious as well as secular, the page of history disclosing the incontestable gains to posthumous humanity wrought by the self-sacrifice and teachings of the "agitators" of each preceding generation.

The cardinal fact brought out in strong relief in the letter under consideration is that when the public opinion of a country actively declares itself against a law, that law becomes null and void, and must sooner or later be repealed. Let us take, as a case in point, the recently operating Land Tax. Why are the people of Dominica now paying this odious tax? Solely because, in spite of wordy objections, they wish to pay it. Every man feels the individual hardship consequent on having to raise the amount of the tax; but the people will not "put their heads together," to use a local phrase, to refuse to pay. This lamentable state of things is traceable, in the first place, to the absence of any organisation to control the movements of the majority, and, next, to the want of confidence in each other's constancy, which is the outcome of the destruction by the Government of all public spirit in the people. They can have acquired neither the cohesion nor the fortitude of associated men, seeing that for years past they have, so to speak, been relegated to the province of the political nursery. Before much can be expected of them it is necessary to indoctrinate them with the truths of recent political developments, among which none is more suggestive than the acknowledged right of the majority in any community to control the destinies of the entire society. If the majority of the distressed and pauperised people of this island were determined to pay no taxes into the Treasury until some control of their own money were constitutionally decreed, what would the administration do, even by bringing military or naval forces to bear? Neither soldiers nor jack tars could be legally employed to rifle the pockets of the people for coin, and so long as the public attitude was one of sullenly passive but dogged resistance, one of two courses only would be left to the Government by which to collect their taxes. Defaulters might be imprisoned or their properties levied against. As to imprisonment, the present prison accommodation of the entire colony puts such an idea out of the

* "Reynolds's Newspaper."

APP C. question; while, in the event of the operation of any unwritten law of the local majority temporarily abolishing taxes, there would follow as a necessary consequence of such popular volition, certain rough-and-ready penalties, more or less severe, to be enforced against any members of a refractory minority bent on thwarting the wish of the majority. Such an emphatic assertion of their constitutional rights by Dominicans would be morally justifiable, if we bear in mind the composition of the taxing body of this island. For it is nothing less than a farce, and must be so regarded in secret by the jokers of the Colonial Office, to select some half a dozen mediocre officials as the arbiters of the destinies of their over-tolerant paymasters, and to expect patient and ready submission by the people to such a scarecrow authority. Nothing but ignorance of their own power when united has hitherto secured and sustained the ascendancy of the present system in opposition to the wishes and best interests of the people. When the people become alive to the power they possess in concerted action, it will be fortunate if the re-action from their suppression of to-day does not culminate in fatal consequences. Meanwhile it is the duty of those who are charged with the political education of the people to keep continually before them the irresistible power of a people banded together in opposition to an objectionable law.

B. of No. 19.

COPY of a LEADING ARTICLE in the "DOMINICAN" NEWSPAPER of July 3rd, 1890.

The death of the "Dominica Dial" newspaper* is a happy event for this island and the people inhabiting it. The "Dial" has been, for seven years and more, carried on simply as the political organ of Mr. Davies and his colleagues, who, as the paper had not a sufficient circulation to pay, had to keep it agoing by contributions from their own pockets. The watchwords of this clique, that pushed itself into prominence by lavish promises never intended to be kept, were, "He that is not with me is against me"; and this dictum was carried out in the "Dial" to its fullest extent. All those who supported Mr. Davies and his party were upheld and commended in laudatory terms, their misdeeds were passed over in silence, and their fancied enemies were attacked freely if the policy of the party were not injured thereby. But those who were politically opposed to Mr. Davies were treated as though there could not possibly be any good in them or theirs. The principal men amongst them were shamefully abused and vilified, week after week; their private affairs were held up to public ridicule or odium, with an utter disregard of truth and decency; their public acts were distorted and misrepresented in a manner that was a disgrace to journalism. Illiterate men of low character were free to send forth, from their holes and corners, slanders and libels, which were put into passable English, and published as anonymous correspondence in the columns of the "Dial." Malice, hatred, and all uncharitableness ran riot. Quarrels were created or intensified in bitterness. Disagreements were converted into fierce hatreds. And political rancour was made to run so high that the trusted friend of yesterday was made into the detested enemy of to-day. Colour prejudice, which was dying away, and not often thought of, became aggravated under the fostering influence of "Dial" scribes, and it was used as a powerful political weapon in unscrupulous hands. The whole system was one of terrorism. There are very few persons in Dominica who can disregard abuse and vilification in a newspaper, and thus many men politically opposed to the "Dial" clique, for their own comfort or piece of mind, were compelled to join the ranks of those they disagreed with or despised.

With the death of the "Dial" dies the cause of all this evil, and we sincerely hope that the removal of what has been a pest to the social and political economy of the island may before long result in the reconciliation of severed friends, and the spread of forbearance, kindly feelings, and Christian forgiveness over the wounds made by political rancour and unreasoning enmity.

* The paper was resuscitated some time afterwards.—H. A. A. N.

No. 20.

APP. C.

ADDITIONAL MEMORANDUM ON CERTAIN MATTERS connected with the INQUIRY into the PRESENT CONDITION of the ISLAND of DOMINICA, written for the Information of SIR ROBERT G. C. HAMILTON, K.C.B., Her Majesty's Commissioner.

AFTER my Memorandum was sent in to the Royal Commissioner, I had some conversation with him in regard to certain matters not referred to in it; and, on a consideration of the various points raised in that conversation, it has appeared to me advisable to supplement the opinions I gave expression to by these additional notes.

Loan Works.—At an early period of the administration of Governor Sir William Haynes Smith, his Excellency laid before the Legislature a scheme, that met with universal approval, for ameliorating the condition of the island, and for pushing forward its prosperity by raising a loan for making roads, bridging rivers, opening up the splendid tracts of Crown lands known as the Layou Flats, and providing steam communication along the coasts of the island. The elected members of the Assembly promised to support the scheme if the Colonial Engineer had nothing to do with it, and if engineers were specially appointed to carry out the works. The late Mr. G. B. Blanc was then Colonial Engineer, and he had proved his professional ability in many ways, and notably by carrying to a successful termination the Roseau Waterworks, and by erecting two bridges over the Roseau river, which bridges are now the finest and most substantial in the island. Mr. Blanc, however, had frequently exceeded his estimates for engineering work, and he was disliked by the dominant political party, as was evidenced by the many bitter personal attacks on him in their newspaper.

The Governor gave way to the "Electives," and the carrying out of his scheme was authorised by the Legislature. Mr. Robins was then sent out by the Colonial Office as Chief Engineer of the loan works, and Mr. F. W. Rankin, now Managing Director of the Dominica Plantation Company, Limited, came out with him as clerk of works. A few days after these gentlemen landed in the island they were held up to public ridicule in Mr. Davies' newspaper; and as Mr. Davies and two of his colleagues constituted the standing majority of the new Road Board formed to control the works, friction was at once established between the Board and the engineering staff. This friction unhappily continued, and it was, I believe, an important factor in the unsatisfactory conduct of affairs afterwards.

A mistake, I consider, was made in the composition of the Road Board. It should have been thoroughly representative of the several interests in the island, inasmuch as it was formed to control a large expenditure for the general good of the country; but it practically represented the party of the "Electives" alone, for Mr. Davies and his colleagues formed the majority on all occasions, and they were sometimes accused, as I believe with justice, of using the Board as a political weapon.

The engineers, Mr. Edward Robins having been provided with an assistant, soon found that their professional work was seriously interfered with by the Board and some of its members, and Mr. Robins informed me that he had been wilfully misled by Mr. Blanc in regard to very necessary local data; for Mr. Blanc, it appears, resented Mr. Robins' appointment as a slight to himself, and unfortunately became hostile to his brother engineers.

By the direction of the Governor and Board work was begun at one place, and then put a stop to and started at another. Instead of commencing the Roseau-Layou road at the capital and gradually carrying it on to its termination a bridge was put up here, a piece of road made there, and another bridge was then put up somewhere else. And, between whiles, works were started in the town of Roseau, and surveys were begun in the Layou Flats. As the Layou-Roseau road has never been completed, it has really done little good for the island, for the bridges and other completed works are separated from each other by unbridged streams, and by long distances of what are little better than bridle paths. Disaster soon followed the operation of these causes. A bridge at Fond Colé, put up on an experimental plan reported against by Mr. Robins, was swept away by a freshet of the stream, and howls of abuse were hurled against Mr. Robins for the non-success of an experiment he was in no wise responsible for. Then, owing to the dependence of the engineers on Mr. Blanc's misleading data, a newly macadamised street in Roseau was wrecked by a heavy flood of rain. Mr. Robins was said to be extravagant, and he committed several mistakes, the most serious of which was the allowing of an insufficient span for the bridge over the Canefield river,* with the result

* See Appendix C. of No. 20.

APP. C.

that an unusually heavy flood destroyed the structure. Then came such a storm of agitation against him that the works were stopped, and he retired before the term of his engagement expired. This disastrous termination to the costly means undertaken for the improvement of the island gave rise at the time to loudly expressed dissatisfaction and disappointment on all sides. Mr. Robins was made the scapegoat; but it was, I consider, unjust to attach all the blame to him. If he had been directed to perform a certain piece of engineering work, and if he had been left untrammelled in carrying it out, I believe much more satisfactory results would have followed. But he was subjected to incessant unprofessional interference; he was harassed by being taken from one uncompleted undertaking in order to begin another, that was set aside for yet another. And his mind was so depressed and worried by the general hostility he met with, and the constant shameful personal abuse heaped on him in articles and letters in Mr. Davies' newspaper, that I believe his mental vigour was for the time undermined, and, in this way, some of the serious errors that occurred may be accounted for. Mr. Robins was one of the hardest working men I have met, and, as far as I could judge, he was a good engineer; but the ablest man might well have broken down under the strain he was unfortunately subjected to.

It has been asserted over and over again that there is nothing to show for the heavy expenditure on the loan works; but this is not in accordance with fact. Indeed a good deal of useful and lasting work has been accomplished. Some of the rivers, and many of the streams, have been bridged, and the building of a bridge is a costly undertaking anywhere, and especially so in Dominica. New lines of road have been cut; three fine macadamised streets have been constructed in Roseau; a jetty has been built at Portsmouth, and a crane erected on it. The long line for the road through the Layou Flats has been surveyed, and a plan of it drawn to scale. Lasoye has been connected with Portsmouth by a new road that only requires macadamising to render it fit at all seasons for wheeled traffic; a botanical station of very great service to the island has been established on land bought for the purpose,* and a large quantity of stores, machinery, and all the necessary iron-work for several bridges have been bought and landed in the island. If the works already completed were contiguous to each other, it would be at once apparent that many thousands of pounds had been most usefully expended; but the works, as I have pointed out, are scattered about the island, and they, therefore, have not all been seen by many persons, and cannot be properly estimated by others. Besides which, the costly Layou Flat survey is represented only by a plan which few have seen, and the value of which can be properly appreciated by engineers alone.

There is probably no one in Dominica or elsewhere more disappointed than myself at the non-realisation of the hopes entertained when the loan works began, and the public burdens consequent on the expenditure will fall as heavily on me as on most residents in the island. There is every reason, therefore, why I should be as much dissatisfied as any other person; but I cannot on that account be guilty of the injustice of putting all the blame on the Chief Engineer, when others by their unwise actions have helped greatly to bring about the present unsatisfactory state of affairs.

I notice by the evidence of the treasurer that about 56,000*l.* is set down as the cost of "special works." The greater part of this large sum has been expended, I believe, since Mr. Robins left the island; and it would appear, therefore, that waste has characterised all the various stages of the loan works. I have not been in any way connected with the measures adopted by the Government, nor have I directed any particular attention to the public business of the island, and thus my remarks must be taken only as those of one trained to observation by professional duties and scientific pursuits, and of one much interested in a fine but unfortunate island. I must, however, say that, so far as I can judge, there has been very serious mismanagement in the loan works, for it is impossible for me to see that anything like adequate results have followed so heavy an expenditure of public money.

The question as to the future course to be adopted for the completion of the unfinished works is a most important one for the welfare of the island. What has been accomplished so far, cannot be said to be capable of producing any marked influence on the future prosperity of the country. Undoubtedly the two chief portions of the Governor's scheme were:—

I.—The establishment of steam communication round the island.

II.—The opening up, by a good road, of the extensive fertile tracts of Crown land known as the Layou Flats.

* A new quarantine station has been established, and a house in Roseau has been purchased for the projected public library.

Unfortunately neither of these measures has been accomplished. A steamer suitable for freight and passengers, making periodical trips round the island and stopping at various places, would do much to increase the existing trade, and help materially to open up channels for the successful prosecution of new industries in the poorer districts distant from the chief town.

The present inaccessibility of the richest and most extensive tracts of Crown lands prevents the increase of the cultivated area of the island as there are now very few inducements to attract new settlers.

It may also be mentioned that many of the abandoned and semi-abandoned properties on the Windward side of the island might be brought back into cultivation if there were easier and quicker communication between them and the capital town. Some of these properties have been offered for sale but they have proved to be unsaleable, and at the same time estates on the Leeward side of the island have readily changed hands.

Whilst nothing definite has been done to obtain a coasting steamer, whilst the opening up of the Layou Flats has been practically abandoned, whilst the Canefield and Check Hall rivers, which cross the Roseau-Layou road where there is the greatest traffic in the country, remain unbridged, and whilst the Point Michel road to the south of the town is unimproved, the Elective Members of the Assembly have advocated and voted for the erection of a costly bridge over the river passing through the estate of one of them, and have recently sanctioned the erection of a similar bridge over the river passing through the estate of another of them. The traffic over these two bridges cannot in any way compare with that over the unbridged Canefield and Check Hall rivers, and it is said openly that some of the elective members of the Assembly have acted in this and other matters from self-interest, and that, notwithstanding their loud-voiced criticisms on the expenditure on the roads and bridges, they have shown themselves ever ready to sanction such expenditure when it would benefit themselves and their friends, and this is one of the reasons why many persons regard with apprehension the suggested increase of their number whereby their power will become enlarged. Although the value of Mr. Davies' estate has been greatly augmented and the working expenses sensibly decreased by the erection of the Melville Hall bridge, he would not permit the sand required to be used in its erection being dug on his land without the payment to him of a royalty of 3d. a barrel, which, by the way, is a much higher rate than that paid in Roseau. In this respect, however, he is not different from others who, whilst criticising the expenditure, are quite willing that some of the money may be laid out to their advantage.

The loan works cannot be kept in their present unfinished condition if any permanent benefit to the island is to accrue from them. It follows, therefore, that extra outlay will be the wisest and least expensive course in the end. The ironwork for the bridges that has been imported should be put up with as little delay as possible, and the roads where necessary should be macadamised. A stone-crusher and a steam engine to work it were imported under the sanction of the Road Board,* but the Board decided afterwards not to use the machinery, and the metal for the new streets in Roseau was broken up by costly hand labour. Had this machinery been put to use the roads leading from Roseau into the country districts might have been made into good thoroughfares, whereas they are now in places simply muddy or rocky tracks.

It is held by some persons that the original loan was altogether too small, and that a large loan should have been raised so as to push through the entire scheme, the interest for some years, until the work became productive, being paid out of the capital. Such a loan could have been obtained on advantageous terms, and it is a matter for consideration whether even now it will not be better to raise at a lower interest a sufficient sum to pay off the smaller loans bearing higher interest and to complete some of the work necessary to open up at least a portion of the country. If this be done the operations should be directed by a strong Board not controlled by any one section of the population alone, as was the case some time ago, but by representatives of the various important interests in the island. And it should be laid down, in a way not to admit of any misapprehension, that when a particular piece of work has been estimated for and sanctioned the engineers must be left to carry it on free from any unprofessional and meddlesome interference.

The Land Tax.—Abundant evidence has been brought before the Commission of Inquiry to prove that the incidence of this tax is most unfair to the smaller proprietors. The angry feelings excited in places against the tax are due partly to this cause and

* This Board refused to provide Mr. Robins with a stone-crusher, but they ordered one out when it was requisitioned for by his successor, Mr. Blanc, the colonial engineer.

Partly to the mischievous teachings of certain "politicians," duly set forth in my earlier memorandum.

Many persons advocate the repeal of the tax and the re-imposition of the export dues, and some of the reasons advanced in favour of such a course are apparently cogent ones. The chief of these reasons is that the peasant proprietors do not export, and that they do not obtain any higher rates for their produce by reason of the absence of an export tax. Thus, practically, the revenue lost from a portion of the export dues goes into the pockets of town merchants, whilst it has to be made good by the increased tax on the lands of the peasants. This fact is not generally known by the people, if it were some of the men who pose as their champions would occupy a very different position.

The reversion to the old system of export dues can only be recommended as a measure of policy or expediency in the present emergency. It is contrary to all truths of political economy, and it cannot stand when the island becomes more prosperous and civilised. It would undoubtedly be a retrograde step, and it is a question whether retrogression in any form is for the true interests of the country. It appears to me to be far better to reform the present system that is based on right and enlightenment than to go back to a means of raising revenue that has been proved over and over again to militate against the progress of those countries adopting it. The assertion has been made by those advocating the liberation of the land from all taxation, that the people are unfitted for such an advanced outcome of civilisation, and yet these same men, with amusing inconsistency, advocate the giving to the people of representative institutions and the fullest measures of self-government. If the people are to be permitted to govern themselves they must first be taught their proper obligations to the State, and one of the first of these is the responsibility attaching to a landowner. Besides which a large number of people hold land in Dominica that is no use whatever to themselves or anyone else, and this militates against the welfare of the island. These persons cannot, or they will not, cultivate their lands, and they refuse to sell them. These facts apply not only to peasant proprietors but to others, some of whom occupy good positions in the country.

The measures that should be undertaken to reform the taxation as it applies to land and its produce appear to me to be as follows:—

- I. The re-valuation of the properties by a competent Board.
- II. The exemption from land tax of properties of an insignificant value.
- III. A triennial re-valuation of properties.
- IV. The imposition of a tax, in the form of licenses on a sliding scale, on all exporters of produce purchased in the island, such tax to be in addition to and irrespective of ordinary trade licenses.
- V. The imposition of a similar tax on all licensed purchasers of produce.
- VI. The alternative system of the abolition of a land tax on valuation and the establishment of one on acreage.

I. *The re-valuation of the properties by a competent Board.*—The necessity of a re-valuation of the properties, well-known to many persons here for years past, has been brought forward prominently in the evidence taken by the Commissioner. No more striking illustration of this fact can be given than the case of the Bath and Emsall estates. These contiguous estates, now worked as one property, were owned by Mr. William Davies, and they were then valued, *for the purpose of taxation*, at 2,500*l.* After paying the land tax of 2 *per centum* on this sum, that is 50*l.* a year, for some years, he sold a small and unproductive portion of one of the estates to the Government for a botanical station, and he received in the end over 2,000*l.* to settle the transaction. Later on he sold the balance of the property to the Dominica Plantation Company for 6,000*l.*, and the Company was forthwith assessed at that sum, so that the directors now pay 120*l.* a year as land tax on a portion of the property that Mr. Davies paid only 50*l.* a year on. Either Mr. Davies was under-assessed or the Company is over-assessed, and thus the unfairness of the Valuation Board in regard to this matter is glaring. Every member of the Board knows perfectly well that in the valuation of estates a low level was decided on, and they are well aware of the fact that, if one of the many properties were put up for sale, the owner would laugh at the person who offered him the value fixed on by the Board. Why then should these gentlemen have departed from the plan they had inaugurated in valuing the properties belonging to some of themselves and their friends to place (according to their ordinary decisions) a fictitious value for the purpose of taxation on the Bath and Emsall estates? If at the same time the assessment of other properties had been raised to the higher level nothing

could have been said, whilst their action in this matter is calculated to frighten strangers from investing in the land of Dominica. These facts show the difficulties surrounding the question of Boards in the Island. The decisions of these Boards often give rise to much dissatisfaction, and it frequently happens that persons accept seats at various Boards, and will not attend to the duties they have undertaken. In illustration of the truth of this assertion I append a copy of a circular letter, marked A. in the Appendix to this memorandum, addressed this year to the members of the Poor Law Board—a Board, it may be mentioned, that has the control of the expenditure of a large portion of the public revenue. Some years ago I was nominated member of the Legislative Assembly, and I often attended at the Legislative Chamber and had to go away again as sufficient members did not take their seats to form a quorum.

In the reformation of the Valuation Board it should be made a large and representative one; and, in order to get full meetings, it will be well to give an honorarium for every attendance, and to inflict a fine for every absence of members. The expenditure caused by this plan would be amply repaid by increased efficiency of, and promptitude in sufficient dealing with the business before the Board.

II. *The exemption from land tax of properties of an insignificant value.*—The cost of the collection of the land tax on properties of trifling value is in itself a good and sufficient reason for adopting this second suggested measure. It is not only useless, but it is unwise in the extreme for any government to impose taxes that are swallowed up in the expenses of collection. The principle of exemption as regards poor persons is already established in the island in the case of the income tax, which is not collected on incomes under 50*l.* a year. If a similar principle were extended to the land tax much of the present dissatisfaction would vanish, for the loudly-expressed murmurs come chiefly from the poverty-stricken peasant proprietors, who scarcely make a living for themselves and their families out of their small patches of land. I think, however, if this principle be adopted the exemption from taxes should at the same time disqualify the person from voting at elections.

III. *A triennial re-valuation of properties.*—A periodical re-valuation of properties is a necessity if the incidence of the taxation is to be kept uniformly equitable. The whole list should be thus revised so that properties abandoned or thrown out of cultivation, or disastrously affected in any other way may have the taxes on them reduced, and so that other properties that have sensibly increased in value may be raised to a higher standard. It has been said that this will be a tax on enterprise and industry, and thus hinder progress towards prosperity, but such an argument is fallacious. No sensible man will be prevented from increasing his income derivable from his land because he will be expected to pay away a very small portion of the increase in the way of taxes, any more than the third-class trader will refrain from extending his business when possible because he may be called on later to pay for a higher license. Of course, in regard to this matter a judicious line of conduct on the part of the Valuation Board will be sufficient to prevent much friction.

IV. *The imposition of a tax, in the form of a license on a sliding scale, on all exporters of produce purchased in the island, such tax to be in addition to and irrespective of ordinary trade licenses.*—Sufficient evidence has been forthcoming to show that the exemption from export dues of the produce raised by the smaller proprietors and sold in the island has not in any way benefited the producer. It follows, therefore, that the benefit has accrued to the purchaser alone. In these circumstances it is only fair that the buyers in the island should contribute something towards the public expenditure in addition to the amount paid for their trade licenses, which are calculated on the trade in imported goods, the quantity of produce exported not being considered. There are six classes of trade licenses, varying in amount from 1*l.* to 12*l.* These licenses in effect exempt from the payment of income tax on incomes derivable from the various businesses; and, as the consumer really pays all commercial taxes and imposts, the trader is practically exempted from taxation. Only seven of the leading business firms in the island pay for first-class licenses, and the unfairness of the incidence of taxation as it bears on traders and planters is seen at once from the following facts:—

12*l.*, the amount of a first-class trade license, is equivalent to the land-tax on an estate valued at 600*l.* The sum of the amounts paid in licenses by the seven leading storekeepers, who control a very large proportion—about a half—of the whole trade of the island, is 84*l.*, that is equal to the land tax on a property valued at 4,200*l.* Now, the property of the Dominica Plantation Company is valued

for taxation at 6,000*l.*, so that really the seven firms controlling about a half of the Island trade contribute towards the public expenditure, only seven-tenths of that contributed by one estate. The richest men in the island are the traders and yet their customers practically pay their small taxes for them, whilst the struggling landowners provide the greater part of the revenue derived from direct taxation. In further illustration of unequal taxation, it may be mentioned that the planter must keep at least one horse, and the license on every horse is half that of the lowest trade license. And the planter must also pay a considerable sum as road tax, whilst the trader who lives in the town, although he may use the roads as much as the planter, is, as a trader, exempted from the tax. It is clear, from all these facts, that the taxation of the Island requires adjusting on a fairer basis.

V. *The imposition of a similar tax [or that suggested in section IV.] on all licensed purchasers of produce.*—Besides the exporters of locally bought produce there is another class of dealers who buy in small lots and subsequently sell to exporting merchants. A free dealer's license is given to these persons, as to the larger buyers, and their trade is, therefore, not subject to any taxation whatever. It may be said that to tax them in any way will be the means of curtailing their number, but this—if it come to pass—will be an advantage to the people generally, as many of these petty dealers in island produce are the persons through whom the numerous thieves get rid of the cacao, &c., robbed from nearly every patch of cultivation in the country. The imposition of a paid license, in lieu of the present free one, to be at once forfeited on conviction of conniving at theft, will help on the *bonâ fide* dealers by scaring away the dishonest ones, and thus have a sensible effect on the alarmingly frequent robberies that so dishearten many of the poorer planters.

VI. *The alternative system of the abolition of a land tax on valuation and the establishment of one on acreage.*—There are some persons who advocate this alteration, and there are certainly strong arguments in its favour. It was, I believe, at first decided by the Government that the land tax should be one on acreage, but the scheme was abandoned for the present one on valuation. Those who advocate the acreage tax point out that it will do away with the necessity of the Valuation Board and all the present evils of over- and under-valuation: that it will establish a known standard whereby anyone can calculate the amount of the tax due by any particular property holder; and that it will not be a tax on enterprise, inasmuch as the industrious man who improves his cultivation will not pay more per acre than his neglectful and careless neighbour. These are arguments which must be carefully considered in the settlement of the question of the land tax. As I have pointed out, many persons, most of them poor, but a goodly number not so, own tracts of land that they will neither sell nor cultivate. The lands being uncultivated, and having no buildings thereon, are valued at a nominal sum, and the tax, therefore, is so small that it is easily met. This condition of affairs is neither for the interest of the people nor the country, and an acreage tax by minimising the evil would after a time do much good. At all events, if persons persist in helping to keep back the prosperity of a people and country, by preventing the tilling of waste lands, they should be made to pay an annual fine in the form of a tax for occupying positions that are disadvantageous to the best interests of the State.

It appears to me that the chief objection against an acreage tax is the unequal value of land in various parts of the island, due to the difficulties of communication and carriage of produce, stores, machinery, &c. Thus, on the Leeward side of the island land is more valuable and estates can be worked much cheaper than on the Windward side. And an estate near to the main coast road is for the same reasons more valuable than one in the interior, which can only be reached by passing over a steep and neglected bridle road. To have different rates for an acreage tax according to the position of the land would give rise to more dissatisfaction in their adjustment than is the case in regard to the present valuation of properties. A difference, too, would have to be made on cultivated and uncultivated lands, and there would be many difficulties in deciding on the proper proportions of these classes of land comprising the estates. Many of the properties, moreover, and especially the smaller ones, are of unknown extent, so that without a very costly survey nothing approaching to exact figures can be arrived at. For many years the land surveying in the island has been in a most disgraceful condition, and for a considerable time, owing to the inaction of the Government in the matter, there has been no possibility of getting a survey made anywhere in the country. If a tax on acreage be substituted for the present one the arguments as regards the

fairness of dealers in island produce being taxed will lose none of their weight by the alteration.

APP. C.

Income Tax.—The incidence of this tax is really more unfair than that of the land tax. It is, as regards over 60 *per centum* of the amount raised, a fixed contribution from public officers. And, in respect to most other persons, the evasions are as many as the facilities for evasion are great. There are few people in Dominica who consider it wrong to wriggle out of the payment of a part or the whole of any tax. The merchants and traders by reason of paying trade licenses are exempt, and the assessors have also very unfairly and unwarrantably exempted incomes of agents of steamship lines, life assurance companies, &c., as they are held to be "extraneous items of income of merchants covered by the ordinary trade licenses." The planters are also exempted because they pay land tax. The Roman Catholic Bishop and Clergy when they were assessed declared they had no incomes, and they were straightway exempted by the Board of Assessors. The clergy of the other denominations paid the tax for a year or so, and then objected to pay any longer as the Roman Catholic Clergy were exempted, whereupon the Board at once exempted them.

Many of those who do not pay the tax advocate its retention, all of those who do pay are with reason dissatisfied with its unfairness. The subordinate public officer, struggling along on a salary of 50*l.* or 60*l.* a year, on one of the 'pay days' finds a considerable portion of his hard-earned money kept back for the tax, and he meets as he leaves the Treasury a rich merchant who pays no income tax and charges the money expended on his license on the cost of his goods. And when the rich merchant openly says the income tax is a good one and should be retained, there is no wonder that dissatisfaction in the country is increased, and that some of the public officers become disloyal to the Government. Some years ago Royal Commissioners reported on the unfairness of the incidence of this tax, and the matter came before the Assembly, but that body decided to retain the tax. The amount collected is only a few hundred pounds, and this small sum could easily be raised in an indirect manner without giving rise to dissatisfaction.

Mr. W. H. Porter, the Island Treasurer, has kindly prepared for me a table, marked A. and appended hereto, showing all the important details concerning the amount of income tax collected during the year 1892. From this table it appears that only 42 persons paid the tax on incomes aggregating 14,750*l.* The tax is a graduated one, 4*per centum*, or 6*d.* in the pound, being paid on 38 incomes ranging from 50*l.* to 100*l.*, and 3½*per centum*, or nearly 8½*d.* in the pound, being paid on 54 incomes of 100*l.* and upwards. The first column showing the classes of persons assessed is very instructive. It is seen that not a single trader or merchant pays the tax, but that 10 of their clerks do. That only 12 agriculturists pay the tax, and all these are, I believe, simply managers of estates whose incomes are known. That 50 public officers on service and three on pension, whose incomes are also known, are fully assessed. That two officers of the Colonial Bank whose incomes are known, too, are required to pay the tax. And that only six persons having private incomes have been assessed. It is, on the face of it, absurd that of the whole population only 42 persons besides officials are held to be liable for income tax, and it is evident that the operation of the tax is extremely unfair. It is most difficult in an island like Dominica for incomes to be properly assessed by an irresponsible Board. The Board of Assessors, the majority of whom are traders, doubtless do their best to carry out the law as fairly as circumstances will allow. But these circumstances are such as to render an equitable assessment almost impossible; and the operation of powerful interests, as is illustrated in the exemption of the clergy and others from the tax, points to the difficulties surrounding direct taxation in the island. When it is found after long experience, that any tax bears oppressively on certain sections of the population and cannot be imposed on other sections, common justice, as well as political expediency, calls for its abolition with as little delay as possible. The income tax in Dominica falls under this category, and if the revenue of the island is to be raised equitably in the future, the tax is one of the first that must be swept away when the readjustment of taxation takes place.

Road Tax.—This is a most unpopular impost as it is a poll-tax collected for road repairs which in some districts are not undertaken from one year's end to another. The people in these districts, therefore, grumble very loudly at paying money for repairing their neighbours' roads. As the residents in the town are exempt, the labouring population seek to it to escape the tax, and the country people complain because the townsmen do not help to pay for the roads they so frequently use. All poll-taxes are objectionable,

APP. C.

and especially is this the case in such an island as Dominica. It would be better to abolish this tax and to raise an equivalent sum by an addition to the import duties. No measure would be more popular with the labouring and the poorer classes, and nothing would be more calculated to show them that their condition has received careful attention.

I am satisfied that if nothing but the removal of this hated poll-tax resulted from the work of the Royal Commission the mass of the people would be perfectly satisfied. They would attach far more importance to it than to any political changes concerning which they would understand little and care less.

H. A. ALFORD NICHOLLS.

Dominica,
18th December 1893.

Postscript.—After this memorandum was written I received from Mr. Rankin a reply to a letter I addressed to him concerning the loan works. Mr. Rankin has been good enough to write a memorandum on the subject which contains so much important information not generally known that I have appended it and the correspondence hereto (Appendix C. of No. 20). It will be seen from Mr. Rankin's statements that even in regard to the Canefield bridge Mr. Robins was undeserving of all the blame thrown on him.

H. A. A. N.

19th December 1893.

APPENDIX A. of No. 20.

COPY of a CIRCULAR LETTER addressed by the CHAIRMAN to the MEMBERS of the POOR LAW BOARD.

Sir,

Dominica, May 27, 1893.

I HAVE been requested by the Board of Guardians to call your attention to the present irregularity of the attendances of members at the weekly meetings at the infirmary, and the monthly one at Morne Bruce, and the practical abandonment of the duties of "Visiting Guardian."

At the last meeting the Chairman informed the Board that only two meetings at which a quorum had been formed had been held at Morne Bruce* since the beginning of the year; and apparently only one Guardian has visited the institutions as "Visitor" during that period.

This is, the Board feels, much to be regretted, for the attendance of members and the visits paid by them are of material advantage, and are much appreciated by the officers and inmates of the institutions and by the Government of the Presidency.

By non-attendance, not only is the advantage which the presence of members affords lost, but an unfair share of work and responsibility is thrown on those who do attend and carry out the duties of the Board to the best of their ability.

The Board therefore hopes that its members will recognise the necessity of carrying out those duties (honorary as they are, and involving sacrifice on the part of the members) in the spirit in which they were in the first instance undertaken; and should any member feel that he is unable, from any cause to give the necessary time for their proper performance, the Board thinks it right that he should notify the Governor of the circumstance, in order that his Excellency may be at liberty to fill his place.

I have, &c.

(Signed)

G. RUTHVEN LE HUNTE,
Chairman, Poor Law Board.

* Where the Poor House and Yan's Hospital are situated.—H.A.A.N.

APPENDIX B. of No. 20.

APP. C.

TABLE showing the details concerning the COLLECTION of INCOME TAX in DOMINICA, during the Year 1892, drawn up by the Treasurer of the Island.

CLASS.	Incomes of 50l. to 100l. Tax 2½ per cent.			Incomes over 100l. Tax 3½ per cent.			TOTALS.		
	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.	No. of Incomes assessed.	Aggregate sum of Incomes.	Amount of Tax collected.
Government Officials	21	£ s. d. 1,305 19 0	£ s. d. 32 12 10	29	£ s. d. 6,980 7 1½	£ s. d. 244 5 0	50	£ s. d. 8,286 6 1	£ s. d. 276 17 10
Agriculturists	3	270 0 0	4 10 0	9	1,300 0 0	47 6 0	13	1,570 0 0	52 5 0
Mercantile Clerks	6	352 10 0	8 16 3	4	690 0 0	23 2 0	10	1,013 10 0	31 18 3
Bank Officers	—	—	—	3	800 0 0	28 9 0	2	800 0 0	28 0 0
Pensioners	2	134 16 8	3 7 5	1	330 13 8	11 11 5½	3	465 9 4	14 18 10½
Mechanics	3	160 0 0	4 0 0	1	140 0 0	4 18 0	4	300 0 0	8 18 0
Professional Men	2	103 0 6	2 11 8	3	550 0 0	19 5 0	5	653 6 6	10 8
Private Incomes	1	63 0 0	1 11 6	5	1,600 7 4	56 0 2	6	1,663 7 4	57 11 8
Total	39	2,389 12 2	57 18 8	54	12,361 7 1½	434 7 7½	92	14,750 19 8	493 0 3½

APPENDIX C. of No. 20.

CORRESPONDENCE CONCERNING THE LOAN WORKS.

I.

DR. ALFORD NICHOLLS to MR. F. W. RANKIN.

MY DEAR SIR, Roseau, December 16, 1893.

As Clerk of Works at the time you were, I believe, intimately acquainted with all matters concerning the "loan works" when they were directed by Mr. Edward Robins, A.M.I.C.E.

I am now writing a memorandum for the information of the Royal Commissioner, and amongst other things, I am considering the question of the waste in the expenditure of the loans. It is evident that the span of the bridge swept away by the Canefield river in flood was altogether insufficient, and that a serious error was committed in this respect by Messrs. Robins and Hinds, the engineers responsible for the plan. In a recent conversation I understood you to say that Mr. Robins was misled in his calculations by being furnished with wrong information concerning the extreme height of the river in flood. I shall be obliged if you will kindly furnish me with particulars, for I have been always under the impression (like most persons here) that the "loan engineers" were entirely responsible for the insufficient span of the bridge.

I have, &c.

(Signed) H. A. ALFORD NICHOLLS.

II.

MR. F. W. RANKIN to DR. H. A. ALFORD NICHOLLS.

DEAR SIR, Dominica, December 18, 1893.

In reply to your letter of 16th inst., relative to our conversation on loan account affairs, I have drawn up a statement of the case so far as time and memory will permit. I believe the memorandum conveys a just representation of the work, and gives some insight into the cause of much trouble. I regret I have not time to go more fully into the facts of the case, but I trust the accompanying will be of use in forming a fair judgment thereon.

I have, &c.

(Signed) F. W. RANKIN,

Late Clerk of Works to the Loan Account.

MEMORANDUM ON LOAN ACCOUNT (ROADS AND BRIDGES) MATTERS.

—Mr. Edward Robins and myself landed in this island on September 6th, 1888. On the following day we had a long interview with the Governor, who instructed Mr. Robins to get out specifications for bridges (amounting to 19) for the rivers between Roseau and Layou, including the Layou river. This work was to be pressed, the Governor wishing to send home the plans and specifications by the coming mail on September 15th. This was done, although Mr. Robins represented to the Governor that a proper survey of the district should be made in the first place.

On September 11th, Mr. G. B. Blanc, the Colonial Engineer, was instructed by the Governor to accompany Mr. Robins and myself over the road from Roseau to Layou, and to give Mr. Robins all the information in his power relative to the bridging of rivers, and making the proposed carriage road of 25 feet breadth (8 miles). In passing along the route I took down in writing Mr. Blanc's statements and advice, especially regarding the spans required for the iron-girder bridges, the necessary height for the abutments, depth for foundations, the probable rise of a river in state of flood, and other local information, which Mr. Blanc with his many years of experience as Colonial Engineer and Surveyor in this island was supposed to be able to furnish (he was appointed Crown Surveyor in 1862, Surveyor-General in 1864). This work was hurried through in one day, and reported by Mr. Robins to the Governor, upon September 12th, who ordered Mr. Robins to at once get out specifications for the 19 bridges. He (Mr. Robins) again protested against such a course, saying that a proper survey was necessary. This was not allowed, and after working day and night, the specifications for 19 bridges (iron-girder) including the Layou river bridge of 120 feet span, varying from 8 feet spans up to 30 feet spans, were handed to the Governor on September 15th (the day the mail left for England). I may mention that Mr. Robins considered it advisable to order spans of different lengths, but all of 12 feet broad in order to enable a span to be afterwards lengthened if found advisable. This is a very important fact, it having been said that the bridges were ordered too short. This was not the case, Mr. Robins wisely judging the difficulty and cost of transport would be very great in moving a 40 or 50 feet girder compared with two of 20 or 25 feet. The result proved him correct. Mr. Blanc's information to Mr. Robins upon September 11th has proved misleading.

Mr. Blanc in no case advised a greater span than 40 feet. Mr. Blanc had nothing to do with the span of the Layou river bridge. Mr. Robins was sceptical upon some of the spans advised, and ordered longer spans in many cases, notably—

Mr. Robins ordered				Mr. Blanc advised	
Canefield River	30 feet and 15 feet span joined	-	-	40 feet span.	
Bayonne River	15	"	"	10	"
Fromagé River	15	"	"	14	"
Belfast Mill-race	8	"	"	6	"
Abbot River	15	"	"	14	"
Tarreau River	15	"	"	14	"

With regard to safe height for the abutments of these bridges to clear the rivers in flood, Mr. Robins was, as results have since proved, misinformed by Mr. Blanc; and in no case did this gentleman advise abutments higher than 8 feet above the river's bed, with, as a rule, 5 feet foundations; and in many of the rivers he advised the height of the abutments as follows:—

Fromagé Bridge	6 feet abutments above bed of river.
Beausejour Bridge	6
Abricot Bridge	6
Belfast Mill-race Bridge	4
Hertford Bridge	6
Tarreau Ravine	5
Canefield Bridge	8

This latter bridge was swept away by a flood, notwithstanding Mr. Robins having increased the height of the abutments to some 14 or 15 feet, as against 8 feet recommended by Mr. Blanc.

On December 17th, 1888, Mr. I. was sent in a plan and specifications for a bridge of 15 feet span to be erected over the Fond Colé River; this plan was not accepted by

the Governor and the Road Board, who considered an ordinary pipe drain or culvert would meet the requirements.

Mr. Robins was instructed to put in a culvert, and two concrete pipes of 2 feet diameter each were erected, covered by an embankment, and approaches to a level with the main road, cost, 54*l.*; a flood came and destroyed this work completely. Mr. E. Fadelle, C.E., who succeeded Mr. Robins, erected a brick and stone skew-bridge of 15 feet span upon this site at the cost of 160*l.*; this bridge was washed away, and Mr. Fadelle subsequently erected an iron-girder bridge of 27 feet span at a cost of 142*l.*; this bridge is in existence. Mr. Blanc's and Mr. Robins' original idea was an iron-girder bridge over this river.

With regard to the Check Hall river bridge, it was advised by Mr. Blanc, and approved of by Mr. Robins, that the site for this bridge should be at a distance of some 400 or 500 yards up the river, away from the line of the existing road, and a 40 feet span iron-girder bridge was suggested as suitable. A plan and estimate for this bridge at the upper site was sent to the Governor who approved the position. The Road Board, however, insisted upon the bridge being erected on the line of the main road. Mr. Robins did not agree to this, and the matter dropped. Mr. E. Fadelle afterwards commenced the abutment on the site selected by the Road Board; this work was washed away completely, and no attempt has since been made to bridge this river.

With regard to the extravagant and wasteful expenditure attributed mostly to Mr. Robins and his staff, on account of "Loan for Roads and Bridges," the following is a fair summary of expenditure during Mr. Robins' period of work in the island. He arrived on September 6th, 1888, and left on November 23rd, 1889.

Crown Agents' invoices for machinery, tools, railway, cement, and stores of all kinds, 6,371*l.*, which sum includes 19 iron-girder bridges.

Mr. Robins' expenditure, 6,398*l.*, including salaries and wages of the staff. Of the 19 bridges specified for by Mr. Robins, 12 have been erected, either by him or Mr. Fadelle. The girders and ironwork of the remaining seven bridges are lying either in Roseau or near the site of the position they were intended for.

The discontent and criticism engendered by the "Loan Account" (Roads and Bridges) works are attributable to many sources, a few of which I may suggest:—

1. The want of confidence in the then Colonial Engineer, and the consequent application in 1888 from the Government to the Colonial Office for the appointment of an engineer to carry out the work, and the re-instatement subsequently of the Colonial Engineer.
 2. The utterly inadequate sum (20,000*l.*) raised on loan through the Crown Agents to meet the work proposed.
- Note.*—It has since been computed that 50,000*l.* to 60,000*l.*, at least, was required for the works Mr. Robins was expected to carry out for 20,000*l.*
3. To the frequent stoppage of work in progress in favour of some other scheme, notably the Layou river bridge; the survey of the country from Layou on the Leeward coast to the Windward side of the island, stopped for other work and again commenced (three times).
 4. The constant interference by the Governor and the Road Board in technical matters of engineering, notably, a suitable bridge for the Fond Colé river; a suitable site for the Check Hall river bridge; an insistence upon the sites for bridges being placed in the line of the existing road between Roseau and Layou, without regard to the suitability of foundation, or probable diversion of the rivers above these points during flood.
 5. The almost weekly outcry in the local journals of the excessive expenditure and reckless waste of money under Mr. Robins' management, notwithstanding the fact that the expenditure was sanctioned by warrant on the Treasury; that the accounts, pay lists, and expenditure were placed upon the table of the Road Board at their meetings, the quarterly or half-yearly accounts of expenditure placed before the Legislative Assembly, and upon one particular occasion extolled by the Governor in his speech for the careful and moderate expenditure incurred by Mr. Robins and his staff.

(Signed) F. W. RANKIN.

18th December 1893.

No. 21.

Draft of an Act to declare certain powers to be within the competency of the General Legislature, submitted in 1888.

Be it enacted by the Governor and Legislative Assembly of the Presidency of Dominica, as follows :—

1. The following subjects in respect of this Presidency shall from and after the passing of this Act be within the competency of the General Legislature.

2. The Public Health and other matters connected therewith.

3. The enactment of laws with reference to the following matters :—

The consolidation of provisions which usually are, or conveniently may be, inserted in Act of this Presidency, dealing with subjects similar to those dealt with by the English Acts of the Imperial Parliament, known as "The Lands Clauses Consolidation Acts," "The Commissioners Clauses Act," "Water Works Clauses Consolidation Acts," "Town Improvement Clauses Acts," and "Police Clauses Acts."

7. The shortening of the language of the Acts of this Presidency.

No. 22.

MEMORANDUM BY MR. ACTON D. LOCKHART.

The fall in the value of sugar is observable from 1847 (two years after the reduction of duty in 1845). In 1845 it stood at 32s. 8d. per cwt. in bond. By 1847 the price had fallen to 27s. 8d. per cwt. in bond. From that it may be said to have continued falling steadily till between 1848 and 1862, when the greatest fall occurs, and the output of Dominica is seriously reduced to nearly 2,000 tons per annum. From 1866 there is an increase in value and volume, as compared with 1862. But, slight as the rise is, it is soon succeeded by a more or less continuous fall in value to the present, though the volume increased to 1880. In support of this statement, I refer you to the official records and the newspaper of the time.

Between 1834 and 1862 the island had been convulsed by serious social and financial crises; the negro rebellion of 1844, and a state of bankruptcy in 1853-4, when the Colonial Treasury could not meet its lawful liabilities; and again in 1861, when a similar state of things existed.

These financial crises occurred at a time when the island was not called upon to bear the full financial burden of its government. At a time when there was an annual influx of capital from the mother country, by way of salaries of the Governor and his private secretary, those of the stipendiary magistrates, pensions to persons in receipt of Imperial pensions, and the money advanced by the English merchant to work sugar estates, and to pay their attorneys. All of which went to swell the amounts in circulation, and thereby increase the spending power of the people.

As to popular education. In 1862, we had 14 schools in eight out of the 10 parishes of this island. The principal school was an Anglican denominational school, in a Roman Catholic country.

There were on the roll 1,276, and in average daily attendance 773 children. Ten years later, 1872, we had 17 schools, each parish being then supplied. On the roll there were 1,122, and in daily average attendance 613. In 1874 there was a marked decrease in the numbers on roll and in attendance. The inspector recommended compulsory education, which is now in force in the Colony.

I had stopped to draw the comparison as to the educational work accomplished; but I must proceed to demonstrate the fact that, prior to 1866, the contentment of the people was not what it has been stated to have been. And where could I get better proof than in the fact that our people were willing to, and did, migrate to Crab Island, a small island off the coast of Porto Rico, as indentured labourers under a Spanish Government. Would a contented and prosperous people, such as ours are represented to have been, willingly entered what was practically a state of slavery, under a Spanish Government? Inducements, they had none; there were no gold fields to attract them, and communication was by a 40-ton schooner, in the hold of which they lived on a voyage of a week or more.

Justices of the peace adjudicated in civil cases and received fees, and committed debtors to prison. There was no easy Court of Appeal, open to poor as to rich.

Prior to 1865 there was not a bridge on the island.

The law required a man to pay a tax by labour, or, in lieu, to pay money.

Such, sir, was the pretended progress after 40 years of trial that was arrested by the action of the English Government.

The military action that had paralysed legislators was of such a nature that children of all classes were permitted to enjoy the sight from the streets. The grand stand was in the Anglican churchyard, from whence, in company with others, I distinctly recalled viewing the show, and hearing the band of H.M.S. "Aurora" play in what is now the public garden.

I have no knowledge as to the preparation of the ground in which this measure was to be planted, but, sir, if the Government purchased the support of some members by the offer of places which they subsequently held, it was, to my mind, a good investment. From the passing of the "Single Chamber Bill" and the abolition of the Lords and Commons, will be dated many improvements in our island, political, social, and financial; but that too in spite of continual depression in the staple product of the island, and the withdrawal of the financial support from the Mother Country.

Such increase as there has been in the expenditure on the official classes, has been, I believe, in consequence of the policy approved of by the elective members of the Assembly in 1888, and subsequently, and as the need of the island has called forth.

I may mention district Government officers and their constables, medical officers, Curator of Botanical Station, Grammar School, &c., &c.

The idle sugar mills on the island, which I do not believe amount to 100, are not the result of taxation or bad government. Their owners cannot continue to manufacture sugar to sell at below the cost of production. They stuck to it as long as they could, even after sugar had touched 6s. per cwt. in the local market. Those on poor soils gave up; where the soil is more productive, there are still some few men who can manage to, and do make a living out of sugar. It has been more difficult for Dominica to fight against the low value of sugar than most other places, because the soil is not so productive. The men who have fallen in the fight have not had the courage to start over with new industries. In some instances the soil of our, believed fertile, island cannot be made to grow such products as are now of marketable value, such as limes, cocoa, coffee, no, not even bananas. Riding along, one is struck by the vegetation; the best land seems capable of producing any tropical product; but experience, bitter experience in some instances, teaches us that vast tracts of our lands are valueless.

I do not speak, sir, as a disappointed agriculturist.

The constitution is not perfect; what constitution is? Personally, I should desire the federation of the Leeward Islands; reducing this Assembly to a mere Board for trying rates and taxes.

As a nominated member of the Assembly, I can say that I have never been compelled to vote against my convictions in support of the Government, far from that, I have on many occasions voted against Government measures, as will be found on reference to the minutes of both the Legislative Assembly and those of the Federal Council. I endeavour, of course, to give as much support to the Government as I can, but I do not consider myself bound to vote against my convictions. When I have arrived at a contrary conviction to the Government, I have always informed the leader of my views, and on more than one occasion would have resigned my seat had the Government pressed me to support the measure.

The Assembly, constituted as it was up to the resignation of Mr. L. A. Giraud, was a fair means of giving expression to the wishes of the people as is obtainable, except as a representative Government. For representative Government the country is too small, not having a sufficient number of men with leisure to devote to public business.

No. 23.

RETURNS and STATISTICS placed before the COMMISSION by MR. F. W. RANKIN.

BALANCE SHEETS OF DOMINICA.

	1875.*	1876.	1877.	1885.	1886.	1887.	1888.	1889.	1890.†	1891.‡	1892.
REVENUE.	£	£	£	£	£	£	£	£	£	£	£
The Book	22,667	19,809	19,250	15,841	15,903	16,854	19,550	20,496	21,574	21,533	22,715
Statistical Estimates	—	—	—	14,729	14,998	15,627	17,237	20,667	21,574	—	—
EXPENDITURE.											
The Book	21,966	18,789	19,242	16,926	15,642	16,677	18,025	19,914	24,217	22,009	25,074
Statistical Estimates	—	—	—	16,044	15,579	16,674	18,036	19,950	24,217	—	—

* Includes waterworks : Cr., 5,000*l.*; Dr., 5,028*l.*

† Expenditure includes 610*l.* Public works, extraordinary.

‡ Expenditure includes 2,227*l.* Public works, extraordinary.

APP. C.

TARIFF of EXPORT DUTIES, prior to Repeal in 1888.

	s.	d.
For every hogshead of sugar, 40 inches truss and over	4	6
" " " 36 and under 40 inches truss	3	6
" tierce " 28 " 36	2	3
" cask " not being a tierce	1	2
" barrel " "	0	7
" 100 gallons of syrup	4	0
" " molasses	2	6
" " rum	6	0
" gallon concentrated lime juice	0	1
" 10 gallons or under of raw lime juice	0	1
" 100 lbs. of coffee	1	0
" " cacao	1	0
" horned cattle	6	0
" bushel of starch	0	6
" " farine manioc	0	3

EXPORTS and IMPORTS of DOMINICA.

	1875.	1876.	1877.	1885.	1886.	1887.	1888.	1889.	1890.	1891.	1892.
Exports	£ 71,622	£ 76,947	£ 77,701	£ 52,486	£ 51,530	£ 48,105	£ 42,220	£ 47,325	£ 42,296	£ 38,910	£ 46,165
Imports	£ 62,311	£ 60,918	£ 58,921	£ 50,204	£ 49,734	£ 46,892	£ 49,160	£ 57,248	£ 57,382	£ 60,780	£ 61,343

POPULATION.

Census.	1871.	1881.	1891.
Population -	27,178	28,211	26,841

LAND TAX.

	1890.	1891.	1892.
	£ 3,012	£ 2,389	£ 2,846

CHIEF IMPORTS of 1875 and 1892.

Articles.	1875.			1892.			1875.	1892.
	Measure or Weight.	Amount.	Value in Pounds Sterling.	Measure or Weight.	Amount.	Value in Pounds Sterling.	Difference in Pounds Sterling.	
Beer, ale, porter	Gallons	5,840	797	Gallons	4,492	616	+ 181	- 181
Beef and pork	Barrels	310	1,470					
" " "	Lbs.	325	11					
Beef, " "	"			Lbs.	36,000	479		
Pork	"			"	141,650	1,417	- 699	+ 699
Ham, bacon, &c.	"			"	7,082	284		
Bread and biscuits	"	11,403	115	Barrels	218	140	- 25	+ 25
Butter	"	34,359	1,682	Lbs.	38,900	1,236	+ 446	- 446
Oleomargarine	"			"	11,463	274		
Candles and tallow	"	30,230	944	"	23,323	488	+ 456	- 456
Cheese	"	2,479	112	"	4,844	145	- 33	+ 33
Fish, dried	Cwts.	4,536	5,424	Cwts.	3,790	4,023	+ 1,401	- 1,401
" pickled	Barrels	405	483	Barrels	434	365	+ 118	- 118
Flour	"	5,070	6,507	"	7,958	7,620	- 1,113	+ 1,113
Groceries and confectionery	"		98	"		723	- 625	+ 625
Tea	Lbs.	470	45	Lbs.	1,025	67	- 22	+ 22
Rice	"		567	"	156,170	765	- 198	+ 198
Tobacco	"		1,678	"	16,879	374	+ 1,304	- 1,304
Brandy	Gallons	296	250	Gallons	164	139	+ 111	- 111
Gin	"	1,468	254	"	1,284	194	+ 60	- 60
Whisky	"	2	1	"	1,047	416	- 415	+ 415
Wine	Parcels	2	7	"		801	- 794	+ 794
Oil, olive	Gallons	5,040	1,351	Gallons	4,776	1,010	+ 341	- 341
" kerosine	"	5,046	297	"	23,100	522	- 225	+ 225
White Pine Lumber	Feet	376,918	1,774	Feet	271,561	1,152	+ 622	- 622
Match " "	"	37,521	231	"	79,287	424	- 253	+ 253
Sugar	Lbs.	36,038	651	Lbs.	91,131	850	- 199	+ 199
Soap	Cwt.			Cwt.	978	877		

EXPORTS of CHIEF PRODUCTS, comparing 1875 with 1892.

APP. C.

Article.	1875.		1890.		1891.		1892.		1875.	1892.
	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.	Quantity.	Value.		
(in lbs.)	200,113	£ 2,561	466,863	—	820,502	—	402,506	£ 9,747	£ -7,186	£ +7,186
	10,990	327	included above	—	7,195	—	22,010	734	-407	+407
	6,337,993	56,185	5,551,200	—	981,600	—	5,318,400	16,622	+40,563	-40,563
Juice, Raw (in galls.)	2,885	—	—	—	5,997	—	55,506	2,065	gallons -82,711	gallons +52,711
Concentrated in galls)	8,400	—	—	—	35,960	—	33,148	9,116	-24,748	+24,748

VALUATION of ESTATES from the last registration.

Estate.	Acres.	Valuation.	Tax at 2 per cent.
PARISH OF ST. GEORGE.			
Hall	133	£ 1,000	£ 20
Arment	100	700	14
Miller	168	150	3
Waven	377	700	14
Corner	198	400	8
House	291	1,000	20
ford	200	2,000	40
will	430	2,200	40
Comfort	240	750	15
Minica Plantations Co., Ltd.	400	6,000	120
Actual acreage	300	—	—
ST. ANDREW.			
Wille Hall	1,000	1,600	32
ST. JOHN.			
	911	675	13
ST. JOSEPH.			
	291	750	15
Borough	750	1,500	30
ou Park	424	230	4
Valley	340	400	8
Hall	696	1,400	28
ST. PAUL.			
Field	500	2,500	50
er	233	1,000	20
fast	361	500	10

VALUATION of SMALL HOLDINGS.

Parish.	District.	Owner.	Products, &c.	Total Acres.	Valuation.
St. Paul	Fromagé	F. Jacinth	1 House	2	£. 10
"	"	M. Jacinth	"	1	15
"	"	V. Trassaint	"	1	10
St. George	"	F. Avril	1 acre in Cacao, 49 1/2 in wood	50	30
"	Fond Canné	J. C. André	" " 2 1/2 provisions	5	15
"	Fond Colé	R. Ambrose	3 acres " 6 1/2 in wood	9 1/2	30

STATEMENT OF PROCEDURE IN PROVOST MARSHAL'S OFFICE for the RECOVERY of LAND and HOUSE TAX.

Defaulters' lists forwarded to treasurer in first instance.

Fiats for sale obtained from judge by treasurer.

Lists handed to Provost Marshal to take proceedings against defaulters.

Costs charged on fiats being signed.

Mode of accounting for taxes received by Marshal.

Notification by Marshal in local newspapers that fiats have been obtained.

Mode of effecting levies on several properties in default.

Tax a first charge on property.

Advertisement of sale in official gazette.

Printed notices of sale posted in localities where properties situate.

Sale. Procedure when Government purchases.

About May and November in each year the defaulters' lists for each parish are prepared by the Government officers, and forwarded to the treasurer, each list being duly certified by the Government officers to contain a correct list of defaulters, with actual amounts of the particular instalment due.

The treasurer, on receipt of the lists, causes them to be checked by the Government officer, Roseau, who is also empowered to receive taxes for the other parishes, in addition to those in his district, and on the names of defaulters making payment to him being eliminated from lists, the treasurer then applies in writing to the judge for fiats being eliminated from lists, the treasurer then applies in writing to the judge for fiats for the sale of the properties in default, such applications being attached separately to each list.

On the fiats being granted, the lists are then handed to Provost Marshal, generally reaching his office about June and December in each year.

The Provost Marshal is then authorised to charge the defaulters' costs in the following scale, which has been approved of by the Legislature :—

	s.	d.	
Tax under 1s.	-	-	1 0 costs charged.
1s. and under 1l.	-	-	2 0 "
1l. and under 1l. 10s.	-	-	3 0 "
1l. 10s. and over	-	-	3 9 "

On lists being received by the Marshal, the names of defaulters are entered under the different parishes in a book which is alphabetically arranged, and on any amount being paid by a defaulter, a receipt is given to such defaulter from a receipt book with counterfoil, and the number of receipt entered in the book containing names of defaulters opposite the defaulter's name, with the amount of tax and costs paid, and if the property has been sold, such receipt is given in red ink, to distinguish those payments from amounts paid on properties that have not been sold, payment being also denoted on the defaulters' lists returned to Marshal.

Shortly after the lists are received, notice is given in the Official Gazette and the local newspapers that fiats have been signed by the judge for the sale of the properties in default.

Lists of the properties are then made out for each parish, with an authority to the bailiffs, signed by the Provost Marshal, and attached to each list, to levy on the several properties in default set forth in such lists. These authorities, with lists, are handed to the bailiffs, who proceed to the different localities where the properties are situate, and effect levies for the taxes due, making a return to the Marshal of what properties have been seized, additional costs of 5 per cent. on taxes due being charged each defaulter after levy made.

This procedure causes no inconvenience to the defaulters, it being only of a formal character, and intended more as a warning, that properties will be sold if the taxes due are not paid.

To facilitate the recovery of the tax by the Government, the tax is made a first charge on the property, and the property is seized irrespective of disputes as to ownership or who is liable to pay the tax, provision being made under the Tax Act for settlement of these disputes in a court of justice, and the recovery from the legal owner of the taxes paid to the Marshal, to save the property from being sold.

On the return of bailiffs being received by the Marshal, the properties seized are advertised for sale in the Official Gazette, giving the description of property, the period for which sold, and the day of sale, four weeks' notice of such sale being sufficient under the Collection of Taxes Act.

Printed notices of the sale are also posted in conspicuous places in the different parishes, the number of notices varying according to the size of the parish and the number of properties therein.

The parishes are generally dealt with one by one, in the same order as they are received from treasurer.

On the day appointed for the sale (the properties in default being sold at public auction in the Marshal's office) a Government official attends to bid on behalf of the Government, and the Government is declared the purchaser in the majority of cases the sales to private individuals being of rare occurrence.

There are two sales books kept, with properties placed under different parishes, and also arranged alphabetically, with names of purchasers and amount of purchase money, one containing sales to the Government, and the other to private individuals.

Lists of all properties so sold are at once prepared and forwarded to the Government officer, of each district, duplicate lists for all parishes being also supplied Government officer, Roseau; and should the properties not be redeemed, they are not returned again to the Provost Marshal.

Printed slips are also sent daily to each Government officer by Provost Marshal, keeping them informed as the properties are redeemed.

In the case of a private individual being declared the purchaser, he pays amount of purchase money to Provost Marshal, who lodges same in Treasury on deposit account.

At the expiration of the six months which is allowed the defaulter to redeem, the purchaser receives, on application being made to Provost Marshal, a certificate of purchase, signed by him, under seal of the Supreme Court, which enables him to proceed to obtain possession of the property he has purchased, and should the defaulter redeem within the time allowed, he is called on to pay, in addition to tax and costs, 6 per cent. per annum on the amount of purchase money which is refunded to the purchaser from Treasury.

The Government has allowed defaulters to redeem at any time and has never, in any case since the Land Tax Act, 1888, has been enforced, exercised its right of taking possession of the unredeemed properties until the Ejectment Act was passed the early part of this year.

The private purchaser has, however, been more exacting than the Government, and has always demanded, before a defaulter was permitted to redeem—after the time had expired for redemption—a fair value for the property purchased above the amount of purchase money and in addition to taxes due.

Under these circumstances the Provost Marshal is powerless to interfere, the matter having been taken out of his hands by the defaulter's own negligence, and he can only therefore protect the Government by seeing that the taxes due on the property are paid, and let the parties adjust their disputes as to amount of purchase money demanded in a court of law.

C. MUSGRAVE,
Provost Marshal.

MEMORANDUM on the above by COMMISSIONER of DOMINICA.

Formerly great delay occurred from the necessity of having a separate "fiat executio" made out for the judge's signature in every separate case. By a recent Act the judge's fiat attached to a certified list applies to all the properties included in the list.

A further delay in dealing with persons who would neither pay their tax nor give up possession of their property after sale to the Government was encountered on a judgment of the Supreme Court that they could only be turned out by an action of ejectment in the Supreme Court. This stopped all further proceedings to recover possession until a recent Act was passed, 10 of 1892, empowering the Provost-Marshal to put the purchaser in possession, and also bringing the cases, when the tax due is under 5s., under the operation of the Leeward Island Act "for the recovery of small tenements, 1891," which empowers the magistrates to give orders of possession. The Government were proceeding under both the above powers in different cases until April last, when the La Plaine incident took place, upon which the Governor desired that pending further instructions no further ejectments were to take place. During the time which had elapsed owing to these delays between the original default of the owner and the demand for possession or redemption of the property several periods of tax payments being due had elapsed, and as the rule has been that any person wishing to redeem must pay up all arrears due to date of redemption, the amounts had accumulated and the defaulter in every case believed that he was being cheated, and this gave him an additional stimulus to resist either payment or giving up possession. Had the machinery been better at first, no doubt we should have met with far less difficulty with the defaulters. Where they can be promptly dealt with, as in the case of the road tax (which is a really heavier tax on the peasantry), they will pay, but when there is delay in dealing with them it encourages the dishonest and discourages the honest.

The Governor asked the Legislature recently to let defaulters for small amounts be summarily dealt with by the magistrates as in the Road Tax, but it was urged that as it was the *property*, not the *person*, that was taxed, it would be unfair to imprison a man

APP. C. who preferred to surrender his property to paying tax on it. The matter was not further pressed, but it would be the best way to deal with the question. The only alternative that I can see is to abandon the tax on all the small properties, say under 50% or 25% in case of lands—the tax representing that amount being 10s., at 1 and 2 per cent. respectively. There would be comparatively little trouble with owners of estates paying 10s. and upwards.*

I will give the amounts of tax which the total valuations of estates up to those amounts would represent; i.e., the loss to the revenue which would apparently be occasioned by the surrender of the tax. Against this, however, would be set the cost of bailiffs (and probably a clerk could be done away with), and a considerable charge for stationery and printing which the present process against the small defaulters necessitates.

5th December 1893.

G. R. LE HUNTE.

RETURN of PROPERTIES sold to the Government for Non-payment of Taxes.

Parish.	No. of Properties sold to the Government.	No. of Properties on which Taxes have been remitted by Governor.	No. of Properties redeemed by the Owners.	No. of Properties remaining unredeemed.	No. of Properties surrendered, or from which Owners have been ejected.
Roseau	168	77	14	77	—
St. George	141	31	83	27	—
" Luke	10	1	5	4	—
" Mark	30	5	18	7	—
" Patrick	255	14	90	151	—
" David	110	12	24	74	—
" Paul	75	17	38	20	2
" Joseph	248	16	87	145	3
" Peter	275	21	51	203	1
" John	117	12	31	74	4
" Andrew	332	47	115	171	6
Totals	1,762	257	556	953	16

5th December 1893.

(Signed) C. MUSGRAVE,
Provost Marshal.

RETURN of PERSONS prosecuted for "Persistent Trespass" on Lands sold to the Government for Non-payment of Land and House Tax.

Year.	District.	Total Number of Persons prosecuted.	Cases withdrawn.	Persons fined and paid.	Persons committed to Prison for Default of Payment of Fine.	Cases Postponed.	Cases Dismissed.	Persons fined and Time allowed for Payment of Fine.	Total.
1893	E.	39	21*	1	5	3	9	—	39
	F.	20	3	—	1	16	—	—	20
	G.	16	3	2	4	4	—	8	16
	Total	75	27	3	10	23	9	8	75

* Several cases were withdrawn by the marshal upon the defendants undertaking to redeem their properties.

6th December 1893.

(Signed) G. R. LE HUNTE.

LAND AND HOUSE TAX.—Outstanding Amounts shown per Defaulters' List to end of
31st October 1893.

APP. C.

Parish.	1888.	1889	1890.	1891.	1892.	1893.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Town of Roseau	10 10 5½	10 4 9	13 6 6	17 6 6	17 19 4	18 9 9	87 17 3
Parish of St. George	6 7 8	4 8 6	6 6 6	7 3 10	3 18 0	15 12 9	43 17 3
" " Luke	0 6 9	0 10 8	1 19 4	0 18 6	0 6 9	1 17 5	5 19 0
" " Mark	2 1 3	2 5 6	1 9 0	1 15 2	1 4 8	10 18 1	19 13 8
" " Paul	2 12 0	2 19 0	3 18 2	6 2 6	5 4 0	14 6 8	35 2 4
" " Joseph	4 12 10	10 2 9	15 14 2	55 17 7	32 19 5	26 3 5½	145 10 2½
" " Peter	15 2 8	35 8 6	64 8 0	53 13 3	17 9 0	7 3 1½	193 4 6½
" " John	16 3 6	6 11 6	10 16 0	18 14 8	19 1 6	24 0 8	95 7 10
" " David	4 3 0	5 7 3	11 6 0	13 3 4½	12 8 5	4 8 5	50 16 5
" " Patrick	4 8 3	7 8 6	22 14 9½	32 3 8½	28 19 0	30 4 8½	125 18 11½
" " Andrew	6 7 3	15 16 9	23 8 6	40 16 8	59 1 2	91 5 9	236 16 1
Total	72 15 7½	101 3 8	175 6 11½	247 15 9	198 11 3	244 10 9	1,040 3 7

NOTE.—The defaulters' lists from which these figures are taken do not show all the taxes due, as for the last year or two, in accordance with instructions received, the Government officers have not been returning properties to the office after they have been sold. The taxes due on the properties that have not been returned amount to about 150*l.*, making a total of about 1,190*l.* outstanding. The amount of land tax by lists is about 700*l.* 13*s.* 7*d.*, and on house lots about 340*l.*

23rd December 1893.

(Signed) C. MUSGRAVE,
Provost Marshal.

No. 25.

LETTER from CARIB CHIEF.

SIR,

Dominica, December 7, 1893.

I, AS Chief of the Caribs residing in the district of St. Marie, in this island, have been asked to lay a few facts before your Excellency as a cause of discontent.

1. We require a school in the quarter, and as there is none, the children are brought up in ignorance.

2. A hospital is also much needed, and our sick are taken to town with great difficulty. The distance to town is considerable, and the roads are in very bad condition.

3. I conduct the affairs of the settlement, and receive no remuneration from the Government.

4. I very respectfully ask to be heard in person.

I am, &c.

(Signed) AUGUSTUS FRANCIS.

His Excellency Sir Robt. G. O. Hamilton, K.C.B.,

Her Majesty's Special Commissioner to enquire into
Dominica Affairs.

Read over to the above Augustus Francis by the Interpreter, and sworn by him to truly represent the wants of the Caribs.

No. 26.

PETITION from RESIDENTS on "THREE CHAINS" at FOND COLÉ.

Fonde Colé, Dominica,

MAY IT PLEASE YOUR EXCELLENCY,

December 2, 1893

WE, the undersigned, Her Majesty's loyal subjects, resident on the Queen's Three Chains at Fond Colé, in the Parish of Saint George, most respectfully beg to approach your Excellency with a view of submitting our grievances for your consideration.

1. The direct taxes levied by Government on us, especially on land and house, weigh very heavily upon us; more so since the increase of taxation, and taking into account our poverty from the want of capital. We are, as a whole, field labourers, and the sugar estates are mostly all abandoned; and the little work which is given to us is quite insufficient, as weekly wages vary from only 3*s.* 4*d.* to 5*s.* for able-bodied men.

2. The tax which is most oppressive upon us is the land and house.

APP. C.

3. As an instance of special grievance, we should like to bring to your Excellency's notice a grave piece of injustice which we suffer under :—

That part of the Queen's Three Chains which extends from Ravine Fond Colé on the south to Ravine Coque on the north, is a portion of land which we now occupy, and have been in possession of for over 30 years. No rent has ever been levied on us, but we have, since the introduction of land tax, paid on our respective holdings. The recent owner of the Goodwill Estate, adjacent to that portion of land, now seeks to oust us of our possession by causing seven days' notices to be served on us.

4. If we pay taxes and no rent from the time we have been in possession, and taking into consideration the peculiar circumstances which attends the distribution of the Queen's Three Chains in this island, we respectfully beg that your Excellency will note this, and kindly find out for us if it is not a cause on which we should be dissatisfied.

5. We cannot touch, nor are we able to give an expression of our opinion with respect to the export duty in contradistinction to the land and house tax, but we feel that what we have stated as a special grievance bears some relation thereto.

6. We respectfully desire that your Excellency will be pleased to intimate to us that, in the course of your inquiry, that we should be represented by one of our body.

We are, &c.

(Signed) MESMAIN ^{my} × REMY,
mark.

And seven other marks representing signatures.

His Excellency Sir Robert George C. Hamilton, K.C.B.,
Her Majesty's Special Commissioner into Dominica Affair,
&c. &c. &c.

No. 27.

The Rev. FATHER MICHEL to BISHOP OF ROSEAU,

(Translation.)

MY LORD,

Colihaut, December 4, 1893.

I HAVE the honour to reply to your Lordship's letter concerning the complaints made by the people about the taxes they have to pay.

The people do not refuse to pay the land tax such as it was originally fixed, at $\frac{1}{2}$ per cent; but the payment of that actually in force is impossible. We have no sugar estate here which could give regular employment and wages to the inhabitants; the coffee trees have been killed by the blight; there is no market for the ordinary "provisions," and, above all, there are no roads by which the provisions may be brought from the small holdings. If the Colonial Government does not keep up the main public roads, which are in a wretched state, it is hardly likely it will keep up, which as a matter of fact it does not do, the roads to the small holdings by which the labourers have to go to get to their provisions.

As there are no roads, it is only with the greatest difficulty that the inhabitants of this district can bring down their provisions, and at certain seasons it is impossible. And although the road-tax is paid they still have no roads. In the parish of St. Peter the holdings are entirely abandoned from want of labourers. Everyone has left for Cayenne and Venezuela, and that especially since the new taxes came into force. In accordance with your Lordship's letter, I conferred with the principal inhabitants, and have chosen three men as representatives for the Parish of St. Peter—Messrs. Peter Larocque, George Lecointe, and Gilbert Parillon. On what day will Sir R. Hamilton be able to receive them? If Sir R. Hamilton intends to pass by Colihaut, I beg your Lordship to give me notice beforehand. . . .

I have, &c.

(Signed) J. MICHEL.

P.S.—Last Thursday the people of Colihaut sent a petition* to Sir R. Hamilton relating to the question of the taxes.

* Appendix C., No 41. Petition from parish of St. Peter in which Colihaut is situated.

PETITION from INHABITANTS of VIEILLE CASE, handed in by Mr. A. R. LOCKHART.

Vieille Case, Northern Division, Parish of St. Andrew.

15th July, 1893.

WE, the undersigned, have thought it necessary, having heard or having been informed of your coming to this island to make inquiry into the present condition of the unsatisfactory state of things in this Colony, have deemed it a good and fit opportunity to lay before you our grievances.

1. We, as the inhabitants of the Northern Division, are much thrown backward, from the want of work or employment, to earn means to obtain our necessities, in consequence of which we have only to depend upon the little we fortunately get from our gardens to keep us alive, but no means to do what we would really wish or desire.

2. There is this great burden of taxes upon our shoulders to pay yearly, which is oppressive to us. We have no objection whatever in the least to pay taxes, for we know that taxes must be paid for the upkeep of the Colony, but this is what we would kindly ask of his Excellency, to endeavour to have these oppressive taxes reduced.

3. We would be able at times to earn a penny or two from the returns of our gardens, but, owing to the roughness of the sea, which continues nearly all the year round, with the exception of a few months, we cannot send nothing whatever to Roseau to sell in order to make a shilling or two.

4. Our roads of the Northern Division are very hilly, and in some parts stony, and thus render us much inconvenience in travelling, beginning from the Blenheim Hill downwards. Very often we would be glad to take a little of our produce even to Portsmouth for sale, but the roads being so difficult to travel on we are compelled to keep them at home for our own use; still we do not murmur in paying our road contributions, but we must truthfully confess that we do not enjoy anything like comfort in travelling on our roads in the northern part of this island, therefore we must always remain waiting for a chance to go by sea either to Portsmouth or to Roseau, which is so seldom, in order to gain a shilling.

5. Again, we have our boat tax to pay and yet our boats are of very little use to us owing to the continual roughness of the sea, so that it is only at a certain season of the year, for a month or two, that we can venture to push off our boats. This tax also we find somewhat hard to pay, when considering the disadvantages we have in the using of our boats.

6. We have again to pay horse tax, and, owing to the roads being so bad nearly all along, even the very horses find it difficult to travel. We, as a rule, in the northern part of this island, are rather unfortunate by not having good roads and sea; hence, if one should think seriously over our situations, inconveniences, and circumstances, we really need mercy shown or bestowed upon us in relieving us of horse and boat tax, that is, at a reduced rate.

7. We find our land and house tax rather too high, and thus would humbly ask of his Excellency to do his best for us as poor inhabitants of the Northern Division of St. Andrew's Parish to have these oppressive taxes in some measure reduced.

8. There are many of us who are not at all in a position, owing to our poor circumstances, to pay our land and house tax, and what is the worst of all, if such of us fail to pay we are ejected from our dwellings, which we find to be very unkind on the part of our Government to put us out of doors with our families.

9. We beg, and do sincerely beg, that his Excellency will take these grievances of ours into close consideration and thus endeavour to rid us of our grievous yoke.

We do hope and trust that we, as your humble and aggrieved servants, may be granted of our earnest requests.

While we subscribe ourselves to be your Obedient Servants, RAYMOND ROYER (and 10 other signatures), representing the rest of the population of St. Andrew's Parish, Northern District.

To His Excellency Sir Robert G. Hamilton, K.C.B.

No. 29.

LETTER from Mr. MARIE of BROOKDALE.

13th December 1893.

SIR, I HAVE been asked by a large number of the people of this parish to represent them to bring to your notice the following grievances:—

1. That the land and house tax presses very heavily on them, especially as owners of small lots of lands who dispose of their produce locally, and cultivate only provisions for

ART. C. home consumption. As they do not export they derive no benefit from the removal of the export duty; therefore the present land and house tax, which is now made a source of revenue, in lieu of the export tax, is to them a very great burden. They did not, however, feel it so much, when first introduced at $\frac{1}{2}$ per cent., as at the present, to them, very high rate, and they consider that one of the causes why this tax presses so heavily on them, the small proprietors, is because most of them have no means of cultivating their lands or small estates properly, so as to give them a paying return which would enable them to meet this duty, and they are unable to get any advances.

2. Their next cause of discontent is that, notwithstanding the pressure of the land tax as stated above, they have also to pay a road tax and an increased horse tax in addition. Where the two latter press very much on them, especially when taken in connection with the first, is when they happen to be heads of young families, say in a case where the small proprietor has a family of five or six boys and girls, besides himself and wife, from 16 years upwards. He has to contribute, besides his land tax, 6s. per annum for each of the male members of the family and 3s. for each of the female; and should they, as is generally the case, happen to have two horses, very often more for the purpose of accumulating creole dung for the use of their little cultivation than for the pleasure of riding, again they have to pay that heavy lately increased tax of 10s. for each horse.

3. Another great and principal cause for irritation is a lately enacted law under the Rum Duty Act, which they, the small proprietors, consider was enacted for the principal purpose of preventing them from having the advantage of using their stills for distillation of rum; they refer to a uniform duty of 25*l.* per annum that was lately put on all stills, whether of 1,000 gallons, 50, or less; they think it very unfair that such a one-sided law should have been enacted, which gives every facility to the large proprietor or rich man to distil thousands of gallons of rum, and deprives the small proprietor or poor man of the little privilege of distilling his two or ten gallons, although he is quite prepared to submit to whatever regulations the law may make, or pay whatever duty his quantity should impose upon him. The consequence of this enactment is, they were obliged to cease distilling, in many cases break down their stills, and now they have to throw away their skimmings and wash, and are thereby deprived of the little return they used to get from their few gallons of rum, which would certainly be a source of assistance to them towards the paying of their taxes, as it would be impossible for them (as those who enacted that law very well knew) to pay 25*l.* per annum on their small stills.

I am particularly asked to state that the above are the causes of their present discontent, which is the reason that so many have emigrated to the gold mines of Cayenne; but they are fully aware that there must be taxes and they do not lose sight of the fact that their principal roads have been very much improved of late and valuable bridges erected much to their comfort, they would be quite satisfied if the land tax is abolished and the export tax again made law; the road tax allowed to remain as it is at present and the horse tax reduced to 5s. yearly instead of 10s., for it was formerly 4s. with the privilege of allowing the holder of each cultivated lot of land one animal free; the law on stills be more fairly adjusted so as to enable them to distil as well as the large proprietors, they being made to pay duty on the quantity of rum made and license in proportion to the size of their stills as formerly; means given them by steam communication to communicate with the two principal towns once or twice per week, and transport their crops, the great want of which is one of the great drawbacks to their prosperity in this part of the island; that the Government should establish a *crédit foncier* to help them with the cultivation of their lands, as they are totally unable to get advances for the purpose, and this would greatly benefit the island as it would increase the revenue to a great extent.

The cry which the tradesmen and labourers especially have asked me to give utterance to, which is echoed by the small proprietors and everyone in the quarter, is the great want of work which they are suffering from for some years past, through the abandonment of some of the principal estates, and only the partial cultivation of others, which is the cause of their not being able to pay their taxes; that they very often go out to work on Monday morning and return without getting any employment whatever, and at times get only two or three days' labour for the week. When it unfortunately turns out that such is the case just at the time when the period for paying their road tax comes round, however willing they may be, they find it difficult and at times even impossible to make up the road money. I am strongly requested by them to pray that your Excellency would use your influence in inviting capitalists to come and take up the abandoned estates and some of the virgin lands, to enable them to get regular employment as was the case as late as 10 to 12 years ago, or advise the English Government, under whose flag they

are quite satisfied to live, to devise such means as they think best to supply them with steady and regular work as heretofore, the want of which is the cause of the non-payment of their taxes and brings on great privation and discontent, and causes many of them to dispose of their little stock and trinkets at a sacrifice to enable them to leave their country, their homes, and their families, to seek an honest living at the gold mines of Cayenne, where some never live to return, which they would never have done if the estates were working as before, by which they would be constantly employed.

Notwithstanding their proper and very legitimate grievances I am glad to say on their behalf that their loyalty to the Queen and the British flag is unshaken.

(Signed) W. G. MARIE.

His Excellency Sir R. G. C. Hamilton, K.C.B., Commissioner.

No. 30.

PETITION from INHABITANTS of 'WESLEY.

May it please your Excellency,

WE, Her Majesty's dutiful and loyal subjects, residing in this, Her Majesty's island of Dominica, and in the district commonly known as Lasoye, most respectfully beg leave to approach you, Her Majesty's special Commissioner, to inquire into and to report our grievances and wishes to our Most Gracious Lady, the Queen, for the benefit of her subjects in this portion of her dominion.

And, further, we delegate and appoint the bearer, Mr. David Barnes Leslie, our deputation, to wait upon your Excellency and to answer all questions bearing upon us.

We hereunto annexed a list of our grievances, complaints, and wishes, first stating the subjects which form our ground-work; viz.:

- 1st. Land tax and house tax.
- 2nd. Road tax.
- 3rd. Boat license.
- 4th. Horse tax.
- 5th. Cr dit Foncier or land bank.
- 6th. Extension of roads.
- 7th. Coasting steamer.
- 8th. Opening up of Crown lands under free grants.
- 9th. Confederation.
- 10th. Extension of elective privilege.
- 11th. Lasoye should be specially represented apart from Vieille Case.
- 12th. Education.
- 13th. Discontent.
- 14th. Governor's scheme for improvements in the island.
- 15th. Labour question.
- 16th. Re-imposition of export duty.
- 17th. Central sugar factory.

1st. The land and house tax, which is the chief source of discontent. It has a tendency to throw out of doors a whole family, with all their goods and chattels, without summoning to show cause. It is levied at an excessive rate, viz., 2 per cent. on the value. Should be reduced to the original standard, which was $\frac{1}{2}$ per cent. on value. The tax would thereby become popular. Valuation commissioners are at sea with regard to the properties valued by them in the country districts. A Board of Valuation should sit in each district where there is a magistrate's court with magistrate sitting as chairman, and four members, Government officer including, vested with power to impose and remit taxes under this head. The peasants are chiefly illiterate and poor, and hence cannot petition the executive for relief in real cases. Properties very unfairly valued. The system of sending a young man around, or locate a stranger in any district for the purpose of valuation, is a waste of money, result unsatisfactory, as has been demonstrated a few years ago by some special appointments.

2nd. Road tax. Very badly imposed upon aged persons owning properties without deriving any source of income therefrom deprive them of the privilege of statute labour which is, in some cases, offered. Complaint exists of the excessive labour exacted from the men elected to contribute manual labour in lieu of a money contribution, which stands thus, viz.: 6s., or 12 days, 7s. 6d., or 15 days. Should be 6s., or 8 days, 7s. 6d., or 10 days. The tax on women stands good.

APP. C.

3rd. Boat license. There is no speculation in keeping a boat on the windward coast of the island in comparison with the leeward side. The license on boats along the windward coast should be reduced to one-half its present rate owing to the very great inconvenience to trade and commerce by sea, or by boat.

4th. Horse tax. The system now existing of licensing all horses in the island a very good one. Should like the old system of allowing one horse for the use of estate, free of taxation.

5th. Crédit Foncier, or land bank, very much wanted. Believe it to be one of the best means for the development of the resources of the island if fairly conducted. All the small proprietors have been ruined since the sugar crisis.

6th. Roads extension. Believe this to be a necessity and not a luxury.

7th. Coasting steamer very much needed. Believe that it will greatly enhance the trade and commerce of the island.

8th. Opening of Crown land under free grant would be the means of inviting capitalists, bringing home natives who have done well in the gold fields and in other Republican countries, and also keeping the people steady at home.

9th. Elective privilege over taxation and expenditure or an increase on the elective elements.

10th. Lasoye should be specially represented apart from Vicille Case on the grounds of having peculiarities special to itself, which are as follows: Soil, product, language, custom, habits, and religion.

11th. Education. Believe, under the management of the present Inspector-General of schools, the day is in the near future when general satisfaction will be shared in all quarters of this island. Compulsory education is not yet carried out in this district, nearly two-thirds of the children of school age are to be seen loafing about during school hours.

12th. Confederation. Should think the island would be more prosperous if independently governed. Should certainly like to see heads of department residing in the island. Think there would be a saving in the revenue to the benefit of the island.

13th. Governor's schemes for the improvement of the island are of the greatest necessity, and should never be lost sight of.

14th. Public pounds, the erection of which throughout country districts is a want very greatly felt to meet the requirements of an illiterate public, as is provided by a local statute now in force.

15th. Labour question. There is a very great demand for employment by agricultural labourers and tradesmen in this quarter. The people migrate to the gold fields in search of a livelihood with no desire to reside there, but finding no inducement at home they become wanderers from disgust.

16th. Re-imposition of the export duty would be a means of increasing revenue.

17th. The erection of a central sugar factory in this well-adapted district would be the means of securing a convenient livelihood for the inhabitants, fellow subjects of the realm, and foreigners too.

We have, &c.

(Signed) DAVID B. LESLIE,
(29 other signatures or marks).

No. 31.

PETITION from PEASANT PROPRIETORS of ST. ANDREW'S, SOUTH.

The humble Petition of the Peasant Proprietors of the Parish of St. Andrew, South. Showeth,

1. That your petitioners have from time to time been considerably harassed by Government, and very often thrown out-doors to seek shelter in caves and forest for non-payment of the land and house tax, which is consequent upon the now prevailing failure of agriculture.

2. That their holdings have been overvalued by the valuation committee, which is composed of men unacquainted with the position and situation of the different parts of the island, thereby rendering them unable to set a fair and reasonable value on properties.

3. That besides the land and house tax, we have also to pay a road tax, and are further called upon to pay a boat tax and an annual tax of 10s. for keeping one horse; and that the payment of taxes would be removed from the proprietors of estates for keeping at least one horse.

4. That considerable discontent prevails between landowners in this southern portion of the island and the Government for having taken large portions of our land on the new line of roads from Portsmouth to Lasoye, for construction of the same, without compensation.

5. That we having undergone and withstood the crisis these many years in the depression of the sugar industry, and the product of which our land has been chiefly adapted; and that we being unable now to tide over our present difficulties caused by the dejection of the past, we therefore pray that the Government would institute in the island for our relief a land bank or *crédit foncier*.

6. That although good roads and bridges are required for travelling through and around the island, yet these do not quite facilitate our wants in getting our produce from the Windward part of the island to town. We therefore pray for steam communication around the island.

7. That under the present condition of affairs in our island of Dominica there are dark, dim, and gloomy signs, showing that in the near future all our holdings will be confiscated by Government, and thereby causing us to lose footing in the land of our nativity, to seek refuge in foreign climes.

And as in duty bound your petitioners will ever pray.

NATHANIEL POWELL.

(9 other signatures.)

No. 32.

The REV. J. COUTURIER to SIR R. G. C. HAMILTON, K.C.B.

(Translation.)

SUPPLEMENTARY EVIDENCE to that given at La Plaine on the 16th December, 1893.

Concerning the Magistrature and the manner in which Justice is dispensed in my District.

YOUR EXCELLENCY,

A magistrate in the midst of a population as poor as this ought, in my opinion, to be a moderate and conciliatory man, and not one who endeavours to put money in the treasury. According to my view the law is read far too literally and not enough attention is paid to the spirit of it. No consideration is had for the condition of the people. No inquiry is made to see if the people are poor, or if they have a large family, before reducing them to the most utter poverty. Instead of the "minimum" penalty being inflicted they are subjected to the "maximum."

Allow me to quote you certain examples:—

A case of oil, amounting to about a gallon, was found at the house of one of my parishioners, the oil was contraband; information was laid against the man, and he was fined 10/. At another man's house, who was also informed against, a packet of Martinique tobacco and about a quart of taffia was found, he was also fined 10/. Three poor unfortunate fellows, who, in order to make a little money, had shipped over contraband articles, were each fined 9/. They were not seen doing it, but were informed against by another man, who was in a like position, and in whose hands a case of oil had been seized. The police made an agreement with this man, promising to let him alone if he would lay information against the others. This he did, and coming before the magistrate as a witness for the police, thus got the three unfortunate men fined. They have sold all they had to pay the sum in which they were condemned, and still have not been able to realise it, and will perhaps be punished on account of what they still owe.

All the moneys raised by fines upon my people go into the Treasury.

If our people are condemned to prison often they are sent to Antigua, though there is a jail at Roseau, which is a reason for their preferring to make any effort to pay rather than go to prison.

The above, which I had omitted from my evidence at La Plaine, I leave to your Excellency's just appreciation.

I again ask of you to get abolished, if possible, the second monthly magisterial court which has lately been instituted in my district.

I sign this supplementary evidence as though given on oath.

(Signed) **JACQUES COUTURIER,**
Curate, La Plaine.

No. 33.

The humble PETITION of the INHABITANTS and PROPRIETORS of LAPLAINE, in the parish of Saint Patrick, North.

SHEWETH :

1. That your petitioners reside in a parish where the sea for about nine months in the year is boisterous and rough, and therefore unavailable for the transfer of produce to Roseau by canoes.

2. That your petitioners are made to pay boat license for the whole year, notwithstanding the difficulties of their situation above mentioned; and we also have to pay a tax on our horses, which we are compelled to keep from necessity:

3. That the excessive land tax is oppressive and can scarcely be met by your petitioners, especially those of them who are called upon to pay on holdings which give no return.

4. That old and infirm persons who have hitherto been exempted from the payment of road tax have had the tax re-imposed upon them because they possess a small hut and, in some cases, a half acre of land; and in default of payment of land tax, their huts and lands have been levied upon and sold, and therefore are left without shelter for themselves and their family; while in default of road tax they are taken to jail.

5. That your petitioners possessing property were allowed (not many years ago) a horse free of license, whereas they are now compelled to pay an annual tax on every horse.

6. That, being situate on the Windward part of the Island, your petitioners' lands are not very productive through the saline of the sea and the heavy channel winds

7. That your petitioners chief produce are a little arrowroot and farine manioc, which very often, when being taken down by canoe to market in Roseau, gets wet, and therefore becomes unmarketable.

8. That your petitioners have of necessity to get wood cut for the repairs of their houses from the uncultivable and uninhabited mountain lands in the district, and for which they are prosecuted and fined, and, in default of payment, convicted and imprisoned.

9. That the valuation of properties are in very many instances unfairly assessed, whereby the taxes thereon become much beyond the means of your petitioners to pay.

10. That your petitioners cannot understand the procedure of the Government whereby owners and occupiers of small buildings are ejected from their homes and turned out into the woods because they are too poor to pay a few shillings for land tax; and especially that after persons had been evicted by the bailiff on the 5th of April last the Governor should return with policemen to evict the same people again on the 13th of the same month, the result being the death of our countrymen, which we deplore.

11. That our respect for the Government and our ideas of the majesty of the law have been greatly shaken, in that no inquiry has been made into, and no person has been charged with, or tried for, causing the death of our four brethren, yet we are always brought before the magistrate and told we must submit to the law.

12. And your petitioners take the opportunity to express to your Excellency their entire dissatisfaction with the federal connexion of this Presidency. They desire to see the affairs of the island managed by a majority of the Elective element, and that, in the near future, the connexion with the Leeward Islands may be severed, and the management of our affairs left into our own hands as formerly.

And as in duty bound your petitioners will ever pray.

Dated this 13th day of December, 1893.

(Signed) **J. COUTURIER.**

(67 other signatures.)

To Sir Robert George C. Hamilton, K.C.B.,
Special Commissioner appointed by
Her Majesty the Queen.

The humble PETITION of the LAPLAINE PEOPLE.

Sheweth—

That the Laplaine Parish being one of the poorest Parish in Dominica, and has no means to pay the "Land Tax" Huckster License we beg to reduce the same, because we have and unfavourable sea, sometime for four five too six month the sea remain rough, so boat cannot lunch, to Roseau to get any provision, "Horse Tax" is very heavy on us, we beg if you would reduce half, We beg if your Honour would be kind enough to reduce on the "Road Tax" by paying 3s. twice a year, women 1s. 6d. over sixteen year labour 3 days in the public road men 6 days we received 6d. per day for such labour and men who has no means, to exempted over 60 women over 50 year: if you are sick unable to labour you brough before the magistrate and convict 14 days prison.

Your Petitioner's Sheweth—That Boat License we obtain here we has no satisfaction sometime boat idling for five to six month, doing nothing, my the cause of heavy sea's we owners of boat bog to grant us the License entirely some time after obtain the License for a new boat sometime by heavy sea mash without lasted two month, as this year 3 has get wash by heavy sea's.

Your Petitioner's Sheweth—That their are many Still manufacture Idling for so heavy "Tax" paying 25l. 0s. 0d. on every fifty Gallons and one shilling on every gallon above, before Still License was 10s. we all used to obtain the License but now is 25l. 0s. 0d. we are unable by poverty:

Your Petition Sheweth—That there are some Estate suffering after the great hurricane those Estate was destroy this is in 1883, for the sake of Capacity those Estate is unrepaired up to now: Produce are very small on those Est. We do not make any Sugar-cane by the cause of the poorest of Land, our land cannot make any produce without manure, if we wish to make two barrel of Sugar we must address to some one in town, for a bag of Guano which is 2l. 0s. 0d. after making the produce, the same do not sell for 1l. 0s. 0d. we must go and labour abroad to satisfy the Amt: so we has no benefit:

Your Petitioner's Sheweth—That after a father had nine Children on hand paying "Land Tax" paying "Road Tax" "Boat Tax" &c. and has no employment how could we able to support our Children: The Government after promise to gave us a residence Doctor for so much tax paid sometime for three months we do seen any doctor:

Your Petitioner's Sheweth when the doctor came he ask two shillings fee's for every Visit: The best doctor who past in the District, was doctor Ratt the Government find he was too Good, they remove him and every one who came after Charge 2s. fee.

Your Petitioner's Sheweth—That the produce here are small, it is only farine and arrowroot made in the parish, worth 5 to 6 cent. per pot and although the produce cannot sell:

Your Petitioner's Sheweth—It is not to say that we refuse to pay the Tax but for the sake of poverty we are unable this is the cause that make the distress happen in April:

Your Petitioner's Sheweth that after a man has exempted from "Road Tax" for many years to put him in the road to pay 1s. 6d. Tax for his house, do you think your Honour it is fear: If you has an Acre of Land an one house the house pay apart from the Land.

And your Petitioner's, as in duty bound, shall ever pray:

We Remain Your most Obedient Servant,

(Signed) CASIMIR JOSEPH,

Our Most Honourable Sir Robert Hamilton, K.C.B.

(23 other Signatures.)

No. 35.

PETITION of INHABITANTS of BOETICA.

Presidency of Dominica, Boetica,

December 9, 1893.

YOUR EXCELLENCY,

We, the inhabitants of Boetica, in the Parish of St. Patrick North, do represent to you, as Her Majesty's Special Commissioner to inquire into Dominica affairs, the grievances and disadvantages under which we labour.

The land tax that we pay is burdening us down; we find it impossible to pay it.

We are compelled to sell our all to pay taxes; even our fowls we have to sell.

We cannot send our children to school as we ought, because we cannot buy clothes to give them, and food to eat during school hours.

APP. C.

We live only to pay taxes ; everything we have must go towards the payment of taxes. If we are unable to pay our land and house tax, our little property is sold, and we are turned out of doors. We are told that our property is bought by the Government, and if we return to our premises we will be prosecuted for trespassing. Having nowhere to go with our families, we venture to return, not because we want to disobey the law, but simply because we can do no better. On returning, we are brought before a district magistrate for trespassing, we are fined, and having no money to pay we are sent to prison.

The boat license we pay on the Windward side of the island is too high, because we cannot use our boats to advantage as our countrymen on the Leeward side ; the sea on the Windward part of the island is often so very rough that we can seldom push off our boats to go to fish or to take our provisions to town.

We pay more money for boat license on the Windward side of the island than our fellow-men on the Leeward side, because we have to make our boats bigger on account of the roughness of the sea, and the license is paid by the number of feet. We have no landing-place ; it is on rocks that we have to haul our boats, and sometimes the first time a boat is launched it is broken to pieces.

The road tax is another thing ; among the common class of people men pay 3s. and women 1s. 6d. for each period. If we have not the money to pay we perform manual labour, and that is where the injustice lies. Men have to work six days in lieu of 3s., whilst women work three days in lieu of 1s. 6d. Thus a man's day's pay is counted for 6d. If women work three days for 1s. 6d., then men ought to work three days for 3s., as a man is calculated to work for a shilling per day.

We have no doctor ; at least we are supposed to have one (Doctor Sydney Senhouse), but he is seldom seen ; if he is seen passing (which is a rare occurrence), and he is called to attend a sick, he will not come if he is not paid at once, no matter how poor the patient may be. He does not reside in the parish, but at Soufriere, which is nearer Roseau than here.

We, the inhabitants of Boetica, are very badly off ; we cannot get employment as the estates near us are abandoned. Not a farthing of the loan of the 30,000*l.* has been spent in our quarter.

We plant a little manioc to make farine, but farine sells at 2*d.* per pot.

We plant arrowroot also, but that sells at only 4*d.* per pot.

The proprietors get all the benefit, and we labourers suffer.

We used to plant canes, but sugar sells at only 5*s.* per cwt. Cocoa, coffee, and limes are cultivated by the big proprietors ; we peasant proprietors have not much of that.

Labour is too cheap, as there is not much to do, and taxes of all sorts are pressing us down heavily.

Hoping your Excellency will take our case into consideration, and try to redress our grievances,

We are, &c.

(Signed)

MORAIN JOSEPH,

(43 other signatures).

To His Excellency Sir R. G. C. Hamilton, K.C.B.,

Her Majesty's Royal Commissioner,

Appointed to inquire into Dominica Affairs, &c.

No. 36.

PETITION from INHABITANTS of ST. PATRICK'S, SOUTH.

SIR,

Grand Bay, December 12, 1893.

WE, the undersigned, proprietors and labourers residing in the South Division of the parish of Saint Patrick in the Presidency of Dominica, beg respectfully to lay before you the following statement of our grievances, which we earnestly request you will present to the favourable consideration of Her Majesty's Government.

1st.—Since the late sugar crisis some of us who are proprietors of small estates, have been compelled to abandon our little cane cultivation by reason of the unremunerative price of sugar that obtained. We would, however, have gladly persevered in the cultivation of the sugar-cane for the purpose of manufacturing the same into rum, a means which would have greatly assisted us, had it not been for the high duty which has been imposed upon the small stills ; which action on the part of the Government at once caused us to abandon that project, and thus reduced us almost to the brink of ruin. In this state of things we could not employ labourers, having no work for them, and those of us who follow that calling, not being able to obtain work, either from us or

the proprietors of the larger estates (who likewise felt the pressure of the times), are reduced to poverty and want.

2nd.—We cultivate cocoa, but the yielding of this product is very small owing to the richness of the soil in some places, whilst in others it is barren.

3rd.—We are now obliged to have recourse to our provisions as a *dernier resort*, which provisions consist of bananas, casava, plantains, &c., but when these are reaped and carried to market the price obtained for them is so small that it is discouraging to continue their cultivation. We are now rendered destitute of the means of supporting ourselves and families.

Destitute as we are of the means of sustenance we are burdened with a tax of 2 per cent. on our land. Where are we to get the money from? Many of us have had to sacrifice our live stock for the purpose of meeting this heavy tax. Added to this, we have to perform six days labour on the public roads twice in every year, or pay a money contribution of 6*d.* per day, and in default of either of these, to suffer imprisonment. We may here mention that our wives and sons and daughters are also liable to perform such labour, or pay a money contribution; the females, however, work three days or pay 1*s.* 6*d.* Some of us from bodily infirmity and old age are unable to work on the roads, and from poverty are unable to pay the money contribution, yet notwithstanding these infirmities we are told that the law must take its course.

We feel gratefully thankful to Her Majesty's Government for having instituted an enquiry into our condition, and we earnestly request that you, the Commissioner, would be pleased to present our grievances to the favourable consideration of Her Majesty's Government in the hope that we may obtain such relief in the premises as may ameliorate our present distressed condition.

We have, &c.

Sir Robert G. C. Hamilton, K.C.B., (Signed) NICHOLAS ALCENDOR.
Special Commissioner appointed by Her Majesty to enquire into the Affairs of Dominica, (31 other signatures and marks.)
&c. &c. &c.

No. 37.

PETITION of INHABITANTS of Gruo and Fond St. Jean.

Fond St. Jean, Parish of

St. Patrick, December 18, 1893.

WE, the undersigned, inhabitants of Gruo and Fond St. Jean in the parish of Saint Patrick in the Presidency of Dominica, beg respectfully to lay before you the following statement of our grievances, which we humbly request you will be pleased to present to the favorable consideration of Her Majesty's Government.

We reside at a place where there is no cane cultivation carried on, and consequently we can obtain no work. Some of us to procure a livelihood go fishing, and this employment gives very little return.

We cultivate a little cocoa, but the yielding of this product is very small owing to the richness of the soil in some places, whilst in others it is barren.

We cultivate provisions consisting of bananas, casava, &c., but when these are reaped and exposed for sale the price obtained for them is so small that it is discouraging to continue their cultivation; these disadvantages have rendered us poor and indigent in circumstances.

In this state of things we are burdened with a tax of 2 per cent. on the value of our houses and land, which in many instances have been over valued. To avoid a levy and a sale of our properties, many of us have been compelled to sacrifice our live stock as the only means of paying the tax.

Added to this we have to perform six days' labour on the public roads twice every year, or pay a money contribution of 6*d.* per day, and in default of these to suffer imprisonment. Our sons and daughters likewise labour on the roads, the daughters perform three days or pay 1*s.* 6*d.* contribution money. Some of us from bodily infirmity and old age are unable to work on the roads, and from poverty unable to pay the money contribution; yet, notwithstanding these infirmities, we are told that the law must take its course. We are also told to produce medical certificate of the infirmity. To do this we have to go to town and have to pay 2*s.* for each certificate, so that to save the payment of 3*s.* or imprisonment we have to take a long journey and pay 2*s.* besides. Where are we to get the money from?

APP. C.

It may not be irrelevant here to state that a medical gentleman has been appointed for this district, but he pays us a flying visit once a month; such visits do not last for more than an hour, in fact, nobody knows that the doctor is here until he has left.

We have to pay also 10s. for a license to keep a horse for the year if we own one.

Those of us who follow the employment of fishing have abandoned that occupation by reason of the tax imposed upon fishing boats of 5*d.* per foot, which is paid annually.

These taxes, especially the land tax and road tax, weigh so heavily upon us that we are reduced to the brink of ruin.

We beg to state that a school is very much wanted in this part of the district. There are upwards of 120 children here who are deprived of the means of education. We have repeatedly brought the matter to the consideration of the authorities, but nothing has been done to supply this want. There is a Government school at Geneva but the distance from this place to Geneva is too far for children to travel, having to cross many rivers in their journey, which rivers often overflow and become dangerous to ford.

We feel very thankful to Her Majesty's Government for having instituted this enquiry into our condition. We humbly request that you the Commissioner will be pleased to present these our grievances to the favorable consideration of Her Majesty's Government in the hope that we may obtain such relief as may ameliorate our distressed condition.

We have, &c.
Sir Robert G. C. Hamilton, K.C.B., (Signed) FONTAIN SULLIVAN.
Special Commissioner appointed by Her (25 other signatures and marks.)
Majesty to enquire into the Affairs of Dominica,
&c. &c. &c.

No. 38.

LETTER from REV. J. M. BOURGET.

DEAR SIR,

Grand Bay, December 22, 1893.

WITH regard to my observations about the road tax regulations, the magistrate alone, and only on exhibition of a medical certificate, can legally dispense infirm persons with their paying the contributions, either in species or in work. That is the cause of many cruelties. From amongst a hundred cases which occurred this year in my parish, I pointed out three of a same kind, and stated that three pregnant women were nearly delivered upon the public roads.

Nelly Paquette was delivered of a child on the 11th of July at about 8 o'clock in the evening after performing her task.

Christine Ismaël, at the same date, worked from seven to eight in the morning, and was delivered of a child at about 10 before noon.

Xandrine William, on the 15th of November, gave birth to a child, who is sick since he was born; the cause of which is not unlikely supposed to be the rigour of the task to which his mother had to submit the previous day.

I have, &c.
(Signed) J. M. BOURGET.

R. W. Hamilton, Esq.; Roseau.

No. 39.

The humble PETITION of LOUSSON JOSEPH, JOHN JOSEPH, MARTIAL NICHOLAS, and HEMILLE FRANCIS for widow JUDICQUE ABRAHAM FRANCIS of Scott's Head, parish of St. Mark, of the said aforesaid.

St. Mark, December 19, 1893.

SHEWETH—

THAT your petitioners own a portion of land and tatched house each in Scott's Head aforesaid houses thoroughly in bad order, land baren, stony, mountainous unproductive. What we planted in good season, in dry season it decay. In heavy rain the land cut an slip commit great damage; we can hardly live on the produce of product of the land.

That part of your petitioners is obliged to take land under the high or learg proprietor to plant provision to get a living, your petitioners have to pay land's tax on the barren land, road's tax and the road is not keep in repairs Boat's tax, after the poor inhabitants became at the reputed age of sixty years if holding any property or even a wretched house whether in good or not they have to pay an assessment untill death we are now bound men and will die slave, there is no living in the parish, no employment

That since the confideration and the falling of the sugar's price the parish is reduced, and all the heavy taxes keep down the People formerly the parish was very lively when the tax come to matruity very hard for your petitioners to find the amt of tax to pay the few cocoa and coffee trees that is planted do not bear likewise provision do not sell this parish is worse than any of the other sister parish

Your petitioners therefore most humble pray that your Lordship will be pleased to take our grievance and misery in consideration and to do the needfull for the poor inhabitants and to releave us from the great misery that the inhabitants suffers with the heavy taxes that is saddled on our back

And as in duty bound your petitioner shall ever pray

To Sir Robert G. C. Hamilton, Esquire,
Knight Commander of the Most Honourable Order of the Bath,
Special Commissioner,
&c. &c. &c.

No. 40.

SUPPLEMENTARY EVIDENCE of the HON. WM. STEDMAN.

December 22, 1893.

I AM desirous of correcting a portion of the statement I made to your Excellency in the early part of your inquiry. In regard to the constitution of the House of Assembly, I am now of opinion that the Assembly should be composed of seven elective members, and seven nominee members. That the latter should consist of three officials and four non-officials, that they should be nominated by the Governor for the period that the Assembly exists (which at present is three years), and that the non-officials should not be liable to be called upon to resign their seats in the event of their voting against a Government measure. This right on the part of the Government (which has on some occasions been exercised) precludes many gentlemen from accepting a seat as nominated member of the Legislature. I believe if the non-official members were entitled to vote as freely as the elective members, that much of the discontent which now exists against the constitution of the Assembly would be removed.

WM. STEDMAN.

No. 41.

The humble PETITION of the INHABITANTS of the Parish of St. PETER in the Presidency of DOMINICA.

SHewETH—

1st. That your petitioners are proprietors and occupiers of small portions of land in the above parish, and that the land in that parish is unfruitful, barren, and non-productive.

2nd. That the land tax is over heavy on them on account of the barrenness of the soil.

3rd. That the roads to the respective lands now occupied by your petitioners are in a very bdd state and condition, and have been so for a considerable long time, in spite of the applications made to the Government for the repairs thereof, although they have been and are from time to time made and even forced to pay a road tax, in default of which payment they are made to suffer imprisonment.

Your petitioners humbly approach your Honour and beg you will kindly take their case into favourable consideration, and suggest in your Honour's report that the land

App. C. tax be removed, or reduced, or grant them such other relief in the premises as your Honour may seem meet.

And as in duty bound your petitioners will ever pray.

Dated this 4th day of November, 1893.

his
ALEXANDER X SYLVESTRE
mark.

(68 other signatures and marks).

Sir Robert Hamilton, K.C.B.,
Commissioner appointed to Inquire into the State of
the Presidency of Dominica.

No. 42.

ADDRESS from INHABITANTS of LAYOU.

SIR,

We, the inhabitants of this parish, recognising in you the person who has been specially appointed by our Gracious Sovereign Lady to enquire into the state of affairs in this island, beg to welcome you into our midst and to express our great pleasure in the honour you accord us by paying us this visit. We had almost despaired of seeing you in this quarter of the island and are overjoyed at your visit to-day.

We sincerely trust that the knowledge you will derive by visiting the Layou Flats and the surrounding district will be the means of enabling you to arrive at just conclusions of the conditions of that part of our country.

We have learnt that you purpose leaving the island on the 28th instant, and we therefore beg to avail ourselves of this opportunity of wishing you a pleasant voyage homeward.

We shall look anxiously forward for your report, trusting that our island will derive much good therefrom.

In conclusion we beg that you will express the sentiments of our loyalty to our Gracious Queen and her Government.

(Signed) L. A. BELLOT.

Sir Robert George Crookshank Hamilton, (14 other signatures.)
Knight Commander of the Most Honourable Order of the Bath,
Her Majesty's Special Commissioner to the Island of Dominica.

No. 43.

The humble PETITION of the Undersigned Proprietors, Peasant Proprietors, and Free holders of the Parish of St. Joseph in their own and in behalf of the fellow Parishioners Sheweth—

1. That your petitioners are as a community very poor, owing to the very low price of their staple produce, sugar, the disadvantages and the high and oppressive taxation under which they labour.

2. That the staple produce of the island sells for less than the cost of growing it, and in consequence the peasant proprietors have to convert their cane cultivation into lime cultivation, and where the nature of the soils permits into cocoa cultivation; but where a few do this hundreds are willing to do the same, who, owing to their depressed circumstances, are unable.

3. That as an instance of this many of the small plantations are abandoned, mill-boiling-houses, and other buildings are tumbling down, and the whole present a sight of desolation and misery.

4. That in the year 1888, their suffering, which was already great, was increased by the imposition of the 2 per cent. land tax in lieu of the export duty. And that to the change is not at all fair, as they do not ship their produce, but sell to the merchant who had to pay the export duty.

5. That owing to the high rate of taxation the fathers of families have had the sorrow of seeing their daughters and sons emigrate to the neighbouring French islands, French

CONTENTS OF APPENDIX D.

No.	Page.	Subject.
1	107	Petitions of Fanny and William Firmin, with memorandum by Mr. Le Hunte.
2	110	Petition from inhabitants of St. Joseph's.
3	111	Petition from inhabitants of Victoria Village, St. Patrick's.
4	111	Petition on behalf of inhabitants of Bellevue, St. George's.
5	112	Petition from inhabitants of Loubiere, St. George's.
6	113	Petition from certain peasant proprietors, St. George's.
7	113	Petition on behalf of 15 residents on the Medon estate.
8	114	Petition from inhabitants of Coulibistris, St. Joseph's.
9	115	Petition from inhabitants of Morne Raquette, St. Joseph's.
10	115	Petition from inhabitants of St. David's.
11	117	Petition from Rival Chief of the Caribs.
12	117	Petition from inhabitants of Grand Fond, St. David's.
13	117	Statement by the Rev. D. Couturier.
14	119	Petition from inhabitants of Délice, La Roche, and Victoria, St. Patrick's.
15	119	Petition from small proprietors, labourers, and mechanics of Riviere Cyrick, St. David's.
16	120	Petition from inhabitants of Mahaut, Massacre, Warner, and Cambell, St. Paul's.
17	121	Petition from holders of houses and lots in Roseau, St. George's, and St. Paul's.
18	123	Petition from inhabitants of Weirs, St. Andrew's.
19	124	Petition from inhabitants of Tablou and Gallion, St. Mark's.
20	124	Petition from inhabitants of Scott's Head, St. Mark's.
21	125	Letter from Mr. Rankin, inclosing petition regarding taxation.
22	125	Letter from Rev. J. Lelievre, given to Commissioner by Bishop of Roseau.
23	127	Correspondence with Elective Members of Assembly respecting course of examination.
24	129	Letter from Mr. Aug. St. Hilaire.

APPENDIX D.

APP. D.

No. 1.

PETITIONS of FANNY and WILLIAM FIRMIN (Metayer System).

With Memorandum by Mr. Le Hunte.

To His Excellency Sir ROBERT G. C. HAMILTON, K.C.B., Her Majesty's Special Commissioner to inquire into the Condition of Affairs in the Island of Dominica, &c., &c., &c.

Dominica, November 29, 1893.

I AM a native of Africa, and was rescued from a slave-ship by H.M.S. "Griffin," sometime in the year 1836, and landed in this island.

1. I have had the holding for the last 38 years of a certain portion of land, part of the Soufrière Estate, in the parish of Saint Mark, which I have cultivated in cocoa, which have shared with the late proprietor, Mr. Joseph Bellot, in halves.

2. Mr. Joseph Bellot has since died and his son, Mr. Jabez J. Louis Bellot, having succeeded him as heir, is now in possession of the said Soufrière Estate, as well of the portion of land held by me.

3. My having held the said portion of land for over 40 years entitles me to a claim hereto.

4. Upon this portion of land I planted and cultivated 11,169 cocoa trees, all of which are bearing, besides nutmeg, coffee, provision, and many other industries.

5. Shortly after Mr. Joseph Bellot's death I received notice from Mr. Jabez J. Louis Bellot to quit the said portion of land so held by me. This I refused to do until I was paid for my improvements on the property.

6. On my refusal to give up possession I was brought up before the magistrate of the district and jailed for three calendar months. My sons have been meted with similar injustices.

7. I subsequently applied to be heard (by way of action) in the Supreme Court of the Leeward Islands, *in formâ pauperis*, with respect to my claim for compensation, I was unjustly non-suited.

8. I find it rather hard to be cheated (assisted by law) of my 40 (and over) years of hard work, improving Mr. Bellot's property.

I therefore solicit redress from your Excellency's hands, and we bless the day that our most Gracious Majesty the Queen has been pleased to depute you to listen to our respective grievances.

my
FANNY X FIRMIN.
mark.

To Sir ROBERT G. C. HAMILTON, Esquire, Knight Commander of Bath, Commissioner &c., &c., &c.

The Petition of William Fermen of Soufrière Bay, Parish of S. Mark, of the said aforesaid Island.

SHETH---

My LORD, may it please your Lordship that on or about the 12th day of January 1890, one Jabez Jno. Louis Bellot, proprietor of Soufrière Estate, parish of St. Mark, offered your Lordship petitioner a certain portion of land situate on the Soufrière Estate, commonly called Morne Noyer, to plant in cocoa, provision, and fruit, of all kind, for a moiety part or half, gave your Petitioner cocoa plant from Trinidad, came on the land show your Petitioner distance to plant the cocoa, your Petitioner planted the same in a planter like manner, gave him a moiety part or half of the product realised on the land.

That on or about the year 1890 your Lordship petitioner was deprived of the plantation without paying him his prospect or compensation, your Lordship petitioner appealed before his honor John M. Danaval Esquire, lawyer, H. Elwin, was his solicitor, did nothing good for him, being Jabez J. L. Bellot's friend. His Honour ordered your Lordship petitioner, or likewise Jabez J. L. Bellot to take two valuer each

APP. D.

to count and value everything that is planted upon the land.* A notice was duly served upon the said Jabez J. L. Bellot on the 15th November to provide two valuers to value the plantation on the 18th, your petitioner called upon him on two other occasions, he declined carry on his Honour's instruction.

That on or about the 20th November 1890, your petitioner took two persons and a constable, counted and valued everything that is planted upon the land, a schedule will fully appair, your Lordship's petitioner lost his wife on the same interval through grief leaving ten children upon his arm, shortly after lost one son, he is living miserably with nine children under starvation, whereas the said Jabez J. L. Bellot is carting the provision and cocoa weekly. Your petitioner is reduced to the lowest state of poverty almost destitute. Your petitioner was committed to prison on four other occasion for going upon the land in 1891 to take some provision to support the poor children.

That on or about 2nd January 1892 your Lord petitioner forwarded a petition unto his Excellency William F. H. Smith Esquire placing the grievance the he suffers, he read his Excellency's reply dated 24th June 1892, through the Coloneal Secretary advised him to ask the Court to sue in *forma pauperis*. Your Lordship petitioner forwarded a petition unto his Honor John Marten Danaval Esquire inclosed his Excellency's reply. Sworn to an affidavit, declaring that he have not the means to employ a council to defend his case. His Honour offered your Lordship petitioner lawyer H. Elwin to be his solicitor your petitioner declined knowing that lawyer H. Elwin will not do anything good for him for he is Jabez J. L. Bellot's friend.

Your petitioner applied to his honor C. H. Beard Esquire his Honour caused the Marshal to draw two papers handed them to your Lordship petitioner, ordered him to take those papers to lawyer H. Elwin, he was aparently dissatisfied. The marshal C. Musgrave told him the judge sent it to him he must take it, lawyer Elwin told your Lordship petitioner to call another day, a week after he recalled, the lawyer told him that he must write to Jabez J. L. Bellot first. On Monday the 27th of this present month of November your petitioner went to him, he told your petitioner that Jabez J. L. Bellot says that he will not pay the compensation, wait until your Lordship left the Island.

Your Lordship petitioner therefore most humbly prays that Your Lordship will be pleased to take his grievance and case into consideration as to consult his Honour the Judge not as obligation but as an act of charity to see if his Honour will provide a solicitor in one of the sister island to undertake his case when the solicitor will gain the case he will satisfied himself as he might think fit.

And as in duty bound your Lordship petitioner shall ever pray.

In conclusion my Lord may it please your Lordship.

St. Mark, November 30, 1893.

WILLIAM FIRMIN.

DUPLICATE.*

We the undersigned do hereby certified that we have counted appraised and estimated the cocoa trees and other plantations planted on Morne Noyer, part of Soufriere Estate in the parish of St. Mark, by William Fernen same set as follows viz:—

1,392	cocoa trees at 1s. per tree	
3,461	"	2s. "
272	"	8s. "

5,125 total.

Orange trees, 29, not as yet bearing at 5s. per tree.

Pear trees, 30 between bearing and not bearing, 10 bearing at 4s.

Supsup trees, 5 bearing at 1s. per tree.

Bread fruit trees, 9 bearing at 10s. per tree.

Provision of all kind at 20%.

Valuation made on the 20th and 21st November 1890.

Valuers—

RICHD. F. LEWIS,

HENRY J. P. DELAMARE,

JOSEPH REGIST.

MEMORANDUM by Mr. LE HUNTE upon the PETITIONS of FANNY and WILLIAM FIRMIN.

APP.

The petitioners, who are mother and son, cultivated certain portions of land on the Soufrière Estate, belonging now to Mr. Jabez Bellot, under what is known as the "Baïs" or "Metayer" system, the conditions of which are subject to some variation in different localities, shortly, that the tenant of the land cultivates it for the proprietor in certain specified products, such as coffee, cocoa, limes, sugar, paying a certain proportion, usually one half the produce, to him, and retaining the other moiety for his (the tenant's) own benefit.

There are usually two kinds of agreement; the first that the tenant shall cultivate the land, and plant it with permanent products, and at the end of the stipulated time deliver up possession to the proprietor, receiving compensation for the labour, &c. expended, by an estimated valuation of the coffee, cocoa, or other productive trees which have been planted by the tenant. The mode of assessment varies with local custom, in some instances the custom is to count all the trees, and pay the tenant 6d. per tree, and in others to divide the number and pay him 1s., but the result is the same. Trees are supposed to be planted at *minimum* distances apart, and those which have been planted at less than the minimum distance are not counted (this has an important application in the case of the petitioners, for on the hearing of their suit for compensation against Mr. Bellot in the Supreme Court, it was shown that the trees were planted without due regard to the stipulated distances). While the trees are growing to maturity, the tenant cultivates the land with "catch" crops, yams, sweet potatoes, &c., commonly called "provisions." In the other class of cases of tenancy no time is stipulated for delivering up the land to the proprietor, and the tenant continues in occupation until required to give up possession, paying the proprietor one moiety of the produce of the land, whether permanent products or "catch" crops.

The case of the Firmins came under the last-mentioned class of tenancy.

It would be lawful for the proprietor in such cases to terminate the tenancy by notice to the parties, and they would be entitled to claim from him such compensation as either private arrangement, custom, or a judgment might give them; but it would not have been competent for them to refuse to give up possession of the land until they had received compensation (unless by statute, or possibly by long custom, their tenancy gave them a lien on the land for their rights; this is not given by statute, and no custom appears to go that length).

This was the case as presented to me when I was Magistrate of the District in 1890. Mr. Bellot gave the Firmins notice to quit, and give up possession of lands on his estate which they had held for many years. They refused to quit until he had paid compensation.

The case was heard by me and dealt with under the Act of Dominica, No. 92, 31 October, 1848, entitled "An Act to authorize Justices of the Peace in Petty Sessions to dispossess or remove any person who hath taken, or shall take possession of lands, &c., without right or title, or who shall hold over or keep possession of any land, &c. after the expiration of his term or contract for the use, occupancy, holding, or tenancy thereof."

I used my utmost to endeavour to get the case settled out of Court, but without success. On the hearing of the case, Mr. Bellot proved that the defendants had not complied with their obligations of the tenancy in giving him the proper share of the produce, and that he had ultimately to give them notice to quit.

The defendants pleaded that they were not bound to give up possession without compensation, but I had to overrule this and tell them that the proprietor could legally demand possession, and if he refused to satisfy their claim their remedy was an action against him.*

I expressed my opinion to Mr. Bellot that he should give them some compensation and he made an offer which they did not accept. I am not sure if they appealed against the decision, but I will find out. My impression is that I stated a case for the Supreme Court, and that the Court came to the same conclusion that I had, or that the appeal fell through. (I find from the Registrar that I stated a case, but the appeal fell through.) I attach the case filed in this office.†

* At the end of section 2 of the Act which prescribes the mode of evicting upon a Magistrate's Warrant there is the following proviso. "Provided that nothing herein contained shall affect any rights to which any person may be entitled as outgoing tenant by the custom of the island or otherwise." The limit of a Magistrate's jurisdiction in a civil claim was £5.

† Not printed.

APP. D.

They, however, sued Mr. Bellot in the Supreme Court, but failed to prove their case, especially on the question of "right by custom." Leave was given by the Judge to them to re-enter their action if they should be able to get sufficient evidence to lay before him. As I felt an interest in this case, and sympathised with these people, I attended the Court, and I certainly have no recollection of any such order as they state being made by the Judge, viz., to have the trees counted. He did not go into the amount of compensation as the case did not get that far.

Having failed in the Courts, the Firmins took the matter into their own hands, and persisted in going back to the lands and taking the produce. I again used my best efforts to get some settlement of the matter for them, and gave them my advice and pointed out that if they persisted in going back on the land they were rendering themselves liable to punishment. They would listen to no advice or warnings, and ultimately were prosecuted, and I had no option but to fine them, and in default of payment commit them to prison. I was very sorry for them, especially for the mother, whom I sent for, in fact, and told that if she would give a promise not to go back on the land, I would discharge her at once. (I will obtain the exact words of her commitment and discharge.) The son absolutely refused to listen to anything, and I was obliged to let the sentence have its full effect as far as I recollect. I will furnish exact particulars as to this later.

I represented this case as one of a class that required some better legislative protection, and in the Leeward Islands Act, No. 13, 1891, for the summary recovery of small tenements (1st March 1892), provisions were inserted empowering the Magistrates to deal with the question of compensation for unexhausted improvements up to 10%, assessing compensation, &c. the Local Acts were repealed by this.

The whole question of the tenant system here is a difficult one in cases such as these, where there was no agreement in writing. The systems in Belgium, France, and Italy are in some points similar, but too remotely allied to be of much guide here.

October 1, 1893.

G. R. LE HUNTE.

No. 2.

PETITION from INHABITANTS of ST. JOSEPHS.

To Sir ROBERT GEORGE HAMILTON, Knight Commander of the Bath; the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island.

SIR,

We, the undersigned loyal subjects of Her most Gracious Majesty the Queen, whom may God preserve, living in the parish of Saint Joseph, humbly beg to approach your Excellency relative to the heavy yoke under which we labour, namely, the "land tax."

Sir, it would take volumes to write if we would attempt to give a detailed account of the grievances relative to the said "land tax" we have had to pay, and are still paying; but we intend very briefly to state the matter.

Sir, when the said "land tax" came into operation, what little property we possess was overvalued by the commissioners of taxes, and we paid the first year one-half per cent. on the said value.

Though we found it very hard, we submitted and paid up.

Very recently after, what was our astonishment when we were told that instead of one-half per cent. we were to pay two per cent.

In spite of remonstrances, we were compelled to pay; as loyal subjects we again submitted, and to the present time we are paying the two per cent.

Sir, this heavy yoke put upon us is very grievous to be borne, and we humbly pray that you will seriously consider the matter, and either abolish it entirely or ameliorate it.

And as in duty bound your humble petitioners will ever pray.

her
AMELIA X PATRICK.
mark

(60 signatures and marks.)

No. 3.

APP.

PETITION from INHABITANTS of VICTORIA VILLAGE, ST. PATRICK'S.

To His Excellency Sir R. G. C. HAMILTON, K.C.B., Her Majesty's Special Commissioner appointed to inquire into Dominica affairs, &c. &c.

Victoria, Dominica, St. Patrick North,
December 4, 1893.

YOUR EXCELLENCY,

WE, the inhabitants of Victoria Village, in the parish of St. Patrick North, do represent to you the following grievances which we have to bear.

The amount we have to pay for land tax is really and truly too much; really, your Excellency, we are unable to pay it. If the land tax is not to be abolished, then try your best for us to put it lower. We know we have to pay taxes to support the Government, but still the taxes we pay are bearing us down, and it is a wonder that we can live.

The boat license we have to pay is too much for us, really, your Excellency, we may venture to say that it is unfair that we on the Windward side of the island should pay the same amount for boat license as those on the Leeward side, when we have not the same natural advantages. The sea up our way is always rough, and it is only once in a way that we can push off our boats to go to fish, or to take our provisions to Roseau.

The boat license should be made lower for us on the Windward side of the island, because, as already stated, we have natural disadvantages.

The horse tax is also a burden to us; why, your Excellency, a poor man may try his best to buy a horse; it enables him to perform his journey much quicker than he would be able to do on foot. He is obliged to pay 10s. every year for horse license; if he cannot pay it, he cannot ride his horse; should he attempt to do so he has to pay a penalty of so many pounds.

The road tax is also hard on us; we pay a road tax, and we have no roads in the country, so to speak.

If a person has a horse and a spot of land he is compelled to pay road tax, however poor he may be, if he cannot he is hauled before the magistrate, and despite whatever he may say to show his incompetency to comply with the provisions of the Act the magistrate fines him, in default of which he is sent to jail.

Your Excellency, where many of us live, it is almost an impossibility for one to pass. Sometimes a person takes ill, the priest is sent for, but cannot find a road to pass; the person dies, and it is with danger to the lives of the bearers that he can be carried from his residence to the burial ground.

We cannot get employment; produce sells for nothing; no price for sugar, arrowroot, or farine; only cocoa sells for something, but we poor people have very little, and what we have the merchants give us nothing for it.

Really, your Excellency, we the inhabitants of St. Patrick North, are worse off than the people of the other parishes, and it would be well if you could see the disadvantages under which we labour, by paying a visit to our humble district.

We are, &c.

The inhabitants of Victoria Village,
St. Patrick North.

No. 4.

PETITION on behalf of INHABITANTS of BELLEVUE, ST. GEORGE'S.

To His Excellency Sir ROBERT GEORGE CROOKSHANK HAMILTON, Esquire.
Her Majesty's Special Commissioner.

THE humble petition of us, the undersigned, peasant proprietors of a certain piece or portion of land in the parish of St. George, in the quarter of Bellevue, in the said presidency, containing 22½ acres each, beg to lay our grievances and discontentment before your Excellency; first, we have to pay very high "land tax" on the same, beside "road tax," we have no means to cultivate the same, the little we can make on the land is not sufficient to maintain ourselves and families, we could have done better if we had assistance; we are not able to employ any hands to help us, or any works

APP. D.

nor buildings; no one in the island to give advances to cultivate; we grow provisions, and that scarcely sale, a little canes, and have to carry the same on heads to be manufactured into syrup, about a mile distant from us, and after this is done no gain, all goes for expenses, as sugar was the main staple of the island, but now no more; we have no good roads to convey our produce, and have to pay "road tax" beside "land tax," and in the event of an instalment not paid our lands are taken away from us and sold for little and nothing, besides this, heavy expenses are put on the same when redeeming it, if a person can't pay a shilling how can he pay a pound? We have on several occasions applied to the Government officer for our road, and requested him to visit the same, he did so since the month of March, and promised to have the same done, and several times since, and up to now no notice is taken of it; in the month of March 1890 we and several others in the parish petitioned the Governor to relieve from us the heavy taxes which we have on our backs, as we were unable to pay the same, on account of having no means, to pay as our produce have no sale, and beside we are not able to cultivate our lands by having no help nor advances. His Excellency's replied on the 24th March was he could not do so as the money raised for land taxation is being employed in developing the country, and opening good market for the produce of the island. We see no such thing till now; and beside that there is a question of Land Bank into consideration and as soon, as this is done, he will be very glad to aid such undertaken, up to now we heard nothing of this. We are oppressed by the laws of the country, which is the cause that our people have to leave the island to go elsewhere for their living. Our electives members can't do anything for the country, as the Governor has more voice than they: if anyone is sick and not able to pay for road tax, or poverty, is taken to jail, and the Colony have to pay the expenses of conveying and maintaining the sick person in jail, time past we were not so oppressed as now, when the Colony was in a better positions as now, the laws were not so hard on us.

We therefore beg and pray that your Excellency will be pleased to lay before our beloved Magistry the Queen our great grievances, discontentments and oppressions and beg her, through you to releave us from the great yokes we have on our backs.

And in duty bound will ever pray.

(Signed) **RICHARD X. T. LEWIS.**
JOSEPH X. ANGOL.
 ordinary marks.
 For selves and other inhabitants
 of the quarter of Bellevue.

Dated the 4th December 1893.

No. 5.

PETITION from INHABITANTS of LOUBIERE, St. GEORGE'S.

The HUMBLE PETITION and taxpayers of the INHABITANTS of the VILLAGE of "LOUBIERE," in the Parish of St. George.

HUMBLE SWEETH,

THAT your petitioners, and taxpayers beg to lay before your Excellency our grievances and discontentments; first, we are oppressed by the laws of the country, we have to many heavy taxes to pay, one after another, and we are not only poor, but miserable poor, and can't be more, there are in this quarter no proprietor to employ us, on account of the failure of sugar, which was the greatest product of the island. We have to pay for land and house tax, road tax &c. and in default of payment, our lands and houses are taken and sold by Government for little and nothing, several of us have to hire lots to build our little huts, and besides pay tax on the same, beside the rent of the land, as for road have to pay twice, a year, or turn out to work on the road for six days labour; not able to pay three shillings; and in default of this we, are sent to prison for fourteen days, or pay eight shillings, whether sick or not, no redress (hard labour beside). We either hire lands to cultivate or work on shares with the proprietors, in planting cocoa, limes &c. and when these are fit for crop our labours are taken away from us, and often gets nothing, and when strive for our labours we get punishment from the law; we are scarcely able to maintain ourselves, and families, some of us, are unable to send our children to school, as sometimes we have not the fees to pay and the master will not take them without the fees, and we are complained before the magistrate, we are made

to pay fines : another great discontentment, if any one have a small piece of land, a house or huts, whether he is a creple, sick, or unable to do anything for himself, or herself, must pay, not only for land and house tax, but "road tax," till death and after death your children, whether in age or not, must pay the same, if a man is sick and goes to the hospital and after out he must pay all taxes due by him during sickness; all these and several others oppressions causes a great quantity of our country more to leave the Colony to go abroad for their livings.

We therefore pray and beg your Excellency to lay our great grievances before our Beloved Lady and Magisty Queen Victoria, and ask her on our behalf to remove from us the heavy taxes, and oppressive laws which we are suffering under.

And as in duty bound will ever pray.

Signed on behalf of ourselves and our co-taxpayers of the said village,
5th December 1893.

LOUISIE LOUIS.

(32 other signatures or marks.)

To His Excellency

Sir Robert George C. Hamilton, Esq.,
Her Majesty's Special Commissioner.

No. 6.

PETITION from certain PEASANT PROPRIETORS, ST. GEORGE'S.

Roseau, Dominica,

November 30, 1893.

Sir,
PERMIT me respectfully to approach you, and ask that you will be pleased to submit for the consideration of his Excellency Sir Robert Geo. Crookshank Hamilton, K.C.B., the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island, and into the working of the existing political constitution thereof, the following statements setting forth the disadvantage and hardship under which we peasant proprietors are suffering :—

There is a much too heavy "land tax" placed on us which is crushing us, and we really and truly feel our inability to pay from the simple fact, that in very many instances the land so taxed is barren and unfruitful, as not to be able to yield a sufficiency even to cover the labour spent on it; therefore, when the time of payment comes, we are without the wherewithal to pay.

Then again, where it happens that the land will yield and produce some sugar canes, cocoa, coffee, or limes, when reaped in we have to dispose of it to a merchant or some foreigner at his own price, scarcely enough to cover the expenses incurred for cultivation, reaping, and carriage for market. Now, be the purchaser a resident person or foreigner, he buys with the advantage of not having to pay a single penny at the Treasury, as the same is free from export duty. Whereas, if the tax on land be reduced, and the purchaser of the produce made to pay a little export duty on what he has purchased from us at his own price, why, at each shipment, a pretty good amount would be paid in at the treasury, more, perhaps, than to counterbalance what is reduced from the land tax. Besides which, that mode of collection is far easier than to harass our poor peasant proprietors, though quite willing, but from sheer inability are unable to pay up at the present high rate of the land tax.

We remain, &c.

JOSEPH F. THOMAS.

(11 other signatures and marks.)

To R. W. Hamilton, Esq.,

Secretary to His Excellency,

Sir Robert G. C. Hamilton, K.C.B., Roseau.

No. 7.

PETITION on behalf of FIFTEEN RESIDENTS on the MEDON ESTATE.

Dominica, December 8, 1893.

I, the undersigned André Laudat, acting for myself and for the persons whose names are appended below, beg very respectfully to bring the following circumstances to your honor's consideration.

APP. D).

2. I, and the other persons whose names appear below, reside on an estate called "Medon," about two hours distant from Roseau.

3. Although I am 68 years of age, and one, Rosine Joseph, about 80 years of age, yet we are compelled to contribute pecuniarily towards the repairs of the public roads, but notwithstanding that circumstance the roads are in a pitiable condition.

4. The "Medon" estate is but very partially cultivated in ground provisions, principally bananas, but there is no market for the same. Yet we have to pay a heavy land tax of 2 per cent. upon an enormous valuations, and generally we cannot pay the amount assessed, so that we are returned as defaulters; and consequently an additional 5 per cent. is added, and if not paid the property is sold; but not desiring that end we have sold all our live stock and are now without any.

5. I have respectfully submitted the above grievances, and pray that your Honour will be pleased favorably to consider them.

I have, &c.

his

ANDRÉ X LAUDAT.

mark

(15 names appended.)

Sir Robert Hamilton, K.C.B.,

Royal Commissioner, Government House.

No. 8.

PETITION from INHABITANTS of COULIBISTRIS, ST. JOSEPH'S.

To His Excellency Sir ROBERT GEORGE CROOKSHANK HAMILTON, K.C.B., Royal Commissioner, &c., &c., &c.

The humble petition of the undersigned, SHEWETH—

That your Excellency's petitioners are the inhabitants of Coulibistris, in the parish of St. Joseph's, in the presidency of Dominica.

That your Excellency's petitioners are over age to pay road tax, that is, we are over and above the age of 60 years, and because we possess a small house and lot (trash) we are obliged by law to pay it, and as we have got no means of living in Dominica, as the place is so hard, although we scrape as much as possible from our hard earnings, yet we are unable to meet the demands of the road tax; whenever we cannot pay it, we appear at the public road as defaulters to contribute labour. We are not accepted by the Government officer, according to the provisions of the Act, in default of which we are summoned to appear before a district magistrate, to be convicted and mulcted in a penalty double the amount of the statute labour, or in default of which to be sent to jail and imprisoned with hard labour.

That your petitioners has also got to complain about the exorbitant tax laid on house and land; in fact, to say the plain truth, it is not almost impossible, but it is really impossible for any of us, your petitioners, to pay that amount at an instalment of only six months.

The failure of the sugar crop has so materially injured the trade of the presidency, that we, your petitioners, at this crisis is quite unable to meet the demands of the land tax.

That we, your petitioners, have got another subject of importance to introduce to your Excellency, the substance of which is that if your unfortunate petitioners fail to pay the half-yearly instalment of the land tax before it is expedient, it is sent up to the marshal's office, then you are a defaulter before any time expires; the properties are gazetted and sold at auction at the benefit of the Government, and we are driven from our premises by the police, the said premises are nailed up, and to prevent our dwelling with others, if we re-enter the premises, we are brought in a summary way before a district magistrate, and fined or sent to jail to suffer hard labour.

Under these distressing circumstances, we, the undersigned, do beg respectfully to approach your Excellency, and hope your Excellency may be able to take our grievances into consideration, and redress them in such a way as may seem fit.

Your Excellency's petitioner, as in duty bound, will ever pray.

JOSEPH VICTORIN.

(Seven other signatures and marks.)

No. 9.

PETITION from INHABITANTS of MORNE RAQUETTE, ST. JOSEPH'S.

To his Excellency ROBERT GEORGE CROOKSHANK HAMILTON, Knight of the Honourable Order of the Bath, Her Majesty's Special Commissioner, &c., &c., &c.

Morne Raquette,
Parish St. Joseph, District O.

The humble petition of the inhabitants of Morne Raquette, parish of St. Joseph,

HUMBLE SHEWETH,—

That we, the undersigned, inhabitants of the said village are totally unable, to pay the taxes laid on us; we do not go against the law, but we are unable, having no employment, our provisions is of no value, nor our canes. We are forced to go and work for the highest proprietors to gain 9d. per day, our wives, 7d. to pay, for what we have not bought or sold. It is very hard, having bought a piece of land wick we have erected a house or hut, that it should be seized on and sold to the Government. We are paying taxes for our boats yearly; paying for roads 3s. twice a year, that is, in February and September, persons of 70 years to 80 years are bound, to pay 1s. 6d. each period untill death. A constable was sent on the 23rd October to demand, possession of our, houses and lot, which went and reported to the Government officers that we have unlawfully insisted in remaining on lands property of the Government. After being warned to quit or depart from our house, we have never purchased lands from the Governor it is very hard that we should pay or else to be turned out, from our houses, without having done anything contrary. We are all British subjects, and must have a place to lodge. And your petitioners most humble pray that your Excellency will be pleased to take our case, into your Excellency's consideration and cause, such house and lands taxes to be void as in your Excellencies judgment may seem meet.

Your most humble servants,

his

SYLVAIN X JOSEPH.

mark

(Four other marks.)

No. 10.

PETITION from INHABITANTS OF ST. DAVID'S.

To Sir ROBERT GEORGE CROOKSHANK HAMILTON, K.C.B., the Royal and Special Commissioner appointed by Her Majesty the Queen to inquire into the Causes of our Discontent and Grievances.

Dominica, Parish of St. David.

We, the undersigned, small holders of land, peasant proprietors, and labourers, of the parish of St. David, desire to approach you, having every confidence that your Excellency will listen patiently to our request and do your best to secure for us such things as we feel that we stand in immediate need of, to make us a contented, prosperous, and law-abiding section of the community (the latter we have always been), doing our utmost to secure the prosperity of our picturesque and fertile island.

1. We feel that there is a great necessity for a change in our constitution. Such a change as will give us, the people, through their representatives, a voice in the management of our political affairs, which under the present system works most unsatisfactorily, and occasions much discontent among us, an important section of the community. We are quite aware of what it is we are asking for under this head, and we are certain that if we, the voters, obtain this favour, we shall always be able to secure the right men to represent us in our legislature.

APP. D.

2. That the land and house tax on our small holdings is iniquitous, inasmuch as we, the small landowners, are made to pay more than the rich man or the large landed proprietors, as can be instanced in viewing the registration books of this parish kept by the Government officer for the purpose of collecting the taxes. The rich man's land is valued at about (5s. 6d.) five shillings and sixpence, when ours, the small landowners, is not less than five pounds. We want with as little delay as possible a reduction and readjustment of the land tax, which as at present worked is a grievous burden to us (the small proprietors), and in consequence needs the immediate attention of your Excellency.

3. That since the land tax has become law, the old and infirm, who have already contributed to the old road tax and have been exempted according to age, male at 60, and females at 50, are brought again to bear the burden of the road tax because they happen to have a small portion of land and a hut, which they provided for themselves when they were made aware of the coming sugar crisis. To this we call your special attention.

4. That our seas for the greater part of the year is rough, and shipping so very difficult, that we cannot cultivate our small holdings to our advantage, or the little we cultivate is only used for home consumption, and the balance, if too much, is allowed to remain in the soil and rot, as we cannot bring it to market.

5. We are made to pay the same license for our canoes, which we use only for convenience sake, and this but twice or three times a year. Whereas in Roseau, where they have the monopoly of using theirs all the year round, and also make money thereby, pay the same.

6. We are made to pay a road tax and a horse tax as well, the latter we keep not as a luxury, but as a necessity in travelling through the long distances along our bad and precipitous roads. A poney that will scarcely carry a lad of seven stone is made to pay equivalent to one that can carry, say, double the weight. We argue thus: that if we pay a road tax, when as pedestrians we make scarcely any use of road, but as equestrians we sometimes use the roads, one at least of the two taxes should be removed.

7. We beg that females should be exempted from paying road tax, and the appointment of inspector of weights and measures designated to another individual than its present holder, who is bent upon persecuting the honest, while the illicit and dishonest trader goes scot free.

8. We wish to call the attention of your Excellency to the condition of our first as well as our second class roads in this district particularly. We pay a regular tax for the up-keep of such roads, and our roads are mere tracts, whereas the other parts of the island can boast of having carriage-roads, whilst we have not even bridle-paths.

9. We had a good old road passing through the Castle Bruce flat, which took us to Roseau in about four hours' walk, but which has been abandoned since the hurricane of 1883, which his Excellency Sir W. F. Haynes Smith had promised to open out for us, but owing to want of funds, we believe, he could not attend to it; the opening out of this road would be a great boon to us, as at present we have to travel nine hours across the Lake road before reaching Roseau.

10. In conclusion we beg that your Excellency will consider the different grievances set forward in this address to you and redress them for the benefit for our future well-being.

A. J. STEPHENSON.
(26 other signatures.)

No. 11.

PETITION from BRUNI MICHELLE, Rival Chief of the Caribs.
To HER MAJESTY.

In the Name of God.

MY LORD,

WE humble beg of your kindness to accept our petition of your poor people, Indians or Carabe, of Salibia, to unbrace the favorable opportunity to addressing to you to employ the mercy of our Beloved Mother and Queen Victoria, for her poor and unfortunate childrens. We dont have nothings to supported us, no church, no school, no shope, no store. We are very far in the forest; no money, no dress, etc., etc. They call us wild savages. No my beloved Queen, it is not savages, but poverty. We ramble kneel down in your feet to beg of your assistance. Accept from your humble childrens of Salibia, in the care of

MR. BRUNI MICHELLE.

11 December 1893.

Make at Salibia.

No. 12.

PETITION from INHABITANTS of GRAND FOND.

Grand Fond, Parish of
Saint David, Island of Dominica,
December 8, 1893.

SIR,

WE the undersigned beg respectfully that you would be pleased to place before His Excellency Sir Robert George Crookshank Hamilton, K.C.B., for his consideration, the under-mentioned statements, showing our suffering in this part of the island.

We are living far from town and the very small quantity of provision which our lands yield, when brought into town for sale, fetches so little that it is scarcely enough for subsistence, and we are left without the means to pay up our land tax as well as our road composition money, and thus it becomes a very hard and difficult matter to be able to meet the requirements of the law. When we are made defaulters, and our lands sold over our heads and we are sent adrift, it is not because we were unwilling to pay but from sheer want of the means.

We do hereby, therefore, humbly ask and supplicate that the land tax, as well as the road composition money, be made less than they now are, by so doing will lighten our burden greatly and prevent our leaving home for abroad to seek a home.

We are, &c.

SKEFFINGTON GEORGE,

Peasant proprietor,
(and 47 names).

To R. W. Hamilton, Esquire,

Secretary to his Excellency

Sir Robert G. C. Hamilton, K.C.B.,

Government House, Roseau.

No. 13.

STATEMENT by the REV. FATHER DANIEL COUTURIER, Curate of the Parish of St. Sauveur, to SIR ROBERT HAMILTON, K.C.B., Royal Commissioner.

EXCELLENCY,

MAY it please you to read these little notes about the grievances and discontent of the people of this district.

1. The valuation of the houses and lands, being more than half of the true value, and the over-taxation of two per cent., are two causes of dissatisfaction. If the taxes on houses and lands are to be maintained I believe a return to a small tax (half per cent.) would be a very good thing, a re-valuation must be done by independent and competent men.

2. The taxation is not equally divided between the taxpayers. For example, a man in the quarter of Petite Soufrière, owner of one house and 10 acres of land, pays 14s. a year; another person of the same quarter, owner of one house and 12 acres of land, pays 8s. a year. The peasant proprietor pays a much larger proportion than the

large owner does. A full list of such cases would show you a good deal of evidence upon this matter.

3. The money paid for the road tax is not spent in the district. The people believe that the money paid by them for the upkeep of their roads is wasted for other purposes in other places, without the control of the Elected members over such expenditure. Through the want of roads the peasants are unable to convey their produce to town, and they are told that the Governor is making with their money, from Portsmouth to Wesley, a carriage road! They complain that they have no work and the Government gives them none by spending the money they pay for their taxes in their district.

Instead of employing men of the district to superintend the work of the roads when the defaulters are working, the Government pays men from Grand Baie, when they could get good superintendents in the place. Persons unable to pay and work, by reason of sickness or pregnancy, are often forced to work on the road, or later brought to law and fined. The day of a man making his road work is estimated at the rate of 6*d*. It is too low a price. Sometimes the people are obliged to labour too far away from their homes.

4. The taxpayers are obliged to pay tax at a time fixed, but they often remain a long time without making a shilling, having no work, the rough sea refusing for months to let them carry to Roseau their produce which is therefore often spoiled and for which they don't receive a fair price. I believe that if they had money in time, they would certainly pay a small tax. I mean to say that the people of this district are mostly poor. However there are a good number of inhabitants who have sufficient means to live and pay taxes easily. But a lot of persons are to be found who, although they are good Catholics, are so poor they cannot come to church, and send their children either to church or to school, because they have no decent clothing. If anybody is wronging them they have not 2*s*. to lay the complaint and claim for justice, and if anyone send them a summons in order to appear before the magistrate they have to borrow the clothes of a friend. Certain persons also having become unable to pay any taxes, by reason of infirmities or old age, the law does not *seem* to have made any provision to exempt them.

5. The Government sells the properties of defaulters and the owners are quite ignorant of the sale, of the persons to whom the properties have been sold, and of the price of sale. The enforcement of the payment of the houses and lands taxes by selling the properties of the people to other persons, and consequently, when the Government is to give the buyers possession, by putting the owners, their wife and children, out of their homes without giving them a covering, food, or anything, is a very dreadful undertaking from the Government. It is a general question, as a good many of inhabitants have refused to pay their taxes because, they say, they cannot pay. I know them, I hear their words with my own ears, they openly swear that they will never accept the ejectment. If a taxpayer does not pay it would be better to legally prosecute for debt, and if he is recognised as unable to pay, acquitted; as able to pay, obliged to do so.

6. The duties on rum are too high, hence smuggling, as rum may be purchased at a lower price in the next islands. Numerous mills have been abandoned and small rum distilleries suppressed through the heavy license which distillers have to pay and through the too onerous duty on rum.

7. The license for canoes is too high. The sea is often rough. Canoes cannot frequently go out; nevertheless they have to pay higher tax on this side than on the other side of the island, because, as the shore is bad and dangerous, canoes must be longer and the license is paid by measurement.

8. The license for horses is too high also.

9. The medical officers should be stationed in the centre of their district.

10. There is no good registration of births or deaths. Persons are sometimes summoned for road tax or road work before the age fixed by law. Several persons who died in 1880 have already been summoned to pay taxes in 1892. No surveyor is to be found to divide and measure the lands between the heirs, hence quarrels and inextricable difficulties for the magistrate.

11. I am sure that the people would prefer having a majority of two members on the side of the Elected rather than being over-ruled by the casting vote of the Governor. They wish also that the Electives should have a greater control over expenditure than they have at present, as they rely on them.

DANIEL COUTURIER,

Curate of the Parish of St. Sauveur.

December 14, 1893.

PETITION FROM INHABITANTS of DÉLICE, LAROCHE, and VICTORIA.

Sir ROBERT HAMILTON, K.C.B., Special Commissioner.

YOUR EXCELLENCY,

We, the people of the Delice, Larouche, and Victoria villages beg leave to state our grievances, and may it please your Excellency to question us on any subject you think proper. Land tax is extremely hard and unjust, it has been the cause of our sons and brothers leaving the island and seeking a living elsewhere. It prevents those who own a small portion of land from cultivating or improving it, as the better the land is cultivated the higher our taxes are raised. Before this tax became law we were all happy in our modest holdings. At present those of us who may wish to sell their land cannot find a purchaser on account of this tax; everyone is afraid to own land now. We are all very poor and unable to meet this tax as we get no employment, and our produce now is worth very little as the prices have changed very much within the last 20 years. There is only one estate about here that is employing labourers, that is the Pointe Mulâtre, and only about 30 get regular employment.

Road tax we have always been accustomed to, and do not object to it altogether. The objections we find is that, under the property qualifications, old and infirm people are compelled to pay; a person may have only a few feet of land with an old tumbling down hut, unable to work, has no money, is supported by the charity of a few friends, but still if they fail to pay are dragged off a distance to the magistrate's court, and very often sent to jail. Another unjust thing we have to complain of is that constables are brought all the way here from Geneva to superintend the statute labour at 1s. 6d. a day, when we have constables that are quite as competent or better for the work, it is also the same case with the ringing of the bell. Most of our bye-roads are entirely abandoned, we here mention one piece in particular, that is the road leading from the head of the Larouche village to the church, as it is impossible for a horse to travel along that road, and these roads are very much wanted, in cases of the doctor and priest being required, and also to carry our dead to the burial ground. A bridge is also very much required over the Pointe Mulâtre river as there have been more people drowned in this river than any other in the island.

Boat licenses. We find this a very unfair tax as, on account of the sea being most of the year rough, our boats can only be used in the calm season, which only lasts about three months, we are also obliged to keep larger boats, and this tax is levied by measurement, which makes us pay more than the Leeward people, who can keep small boats.

Of late we have been very much neglected by the want of a good doctor, and hope some immediate change may be made for the better; as already mentioned our produce has fallen very much in price, as heretofore we got 2l. 12s. for a barrel of arrowroot, now it is only 16s., farine was 1l. 6s., now very hard to get 13s. Cocoa is the only produce that has raised in price, but since the hurricane of 1883 we have never made a good crop, and we are all afraid of planting more on account of the land tax. The high duty on rum has been felt very much by us, as before some of us as labourers were able, as tenants on estates, to plant canes and take the refuse of the cane to convert into rum, and this is the only luxury that we poor people can afford to drink.

We are also very much in want of a shipping place and conveyance to take our produce to market.

We beg, &c.

FREDK. JNO. MARIE ALEXANDER.

(Forty other signatures and marks.)

No. 15.

PETITION FROM SMALL PROPRIETORS, LABOURERS, and MECHANICS, RIVIERE CYRICK, ST. DAVIDS.

Riviere Cyrick, Parish of
Saint David, in the Island of Dominica,
December 7, 1893.

SIR,

THE news of Sir Robert Hamilton's arrival in our island to inquire into the causes of discontent has filled our hearts with gladness, as we are under a very heavy taxation chiefly from the very high estimate put on our patches of land, and road tax, besides, although some of us are above the age of 60 years.

APP. D. We wish his Excellency to know that we live far from town, and the small quantity of provisions that our lands can produce when brought to town fetch so little that we are left in difficulty as regards to our tax. The sea up this way is invariably rough, and the provisions very often get spoiled before we can get a chance of taking them down. And to try to convey them by land would be altogether impossible, as the distance is altogether too great to venture such a thing.

We beg that our aged people be free from road tax and the house and land tax be reduced, as it is in its present form oppressing us.

We remain, &c.,

To R. W. Hamilton, Esquire,
Secretary to his Excellency

Sir Robert G. C. Hamilton, K.C.B.,
Government House, Roseau.

FREDERICK THOMAS (Peasant).
(Thirty other signatures and marks.)

No. 16.

A PETITION from the INHABITANTS of the VILLAGES of MAHAUT, MASSACRE, WARNER, and CAMBELL, in the Parish of St. Paul, Dominica.

To Her Majesty's Royal Commissioner Sir ROBERT HAMILTON, K.C.B.

HONOURABLE SIR,

1. WE, the inhabitants of the villages of Mahaut, Massacre, Warner, and Cambell, in the parish of St. Paul, Dominica, beg most humble and respectfully to bring before his Honour the Commissioner, the facts of our present grievances which we suffer under the constitution of a Confederate Government in this island, which burdens us with various forms of continual taxation of which we are unable to pay the same, this being the effectual cause of so much discontent raging in this island. We, the aforesaid inhabitants, humble prayeth to show to his Honour the Commissioner the poverty under which we are suffering, which is the true cause of our utter inability to be able to pay the several taxes that is laid upon us yearly and half-yearly, and, therefore, prayeth of his Honour the Commissioner his utmost advisability under the existing present grievances which we suffer, the nonpayment of the land and house taxes especially, and also that a reduction be made in the rates of the other taxes of the island.

2. That his Honour be pleased to observe the following under-mentioned forms of taxation, which many of us are paying, "not to mention the many," excise duty tax on rum, tobacco, and shop licence laid upon those who may be trying to earn their lively-hood in that line of trade. The following are the direct taxes of which we must pay more or less many of us.

1. The land tax.
2. The house tax.
3. The road tax.
4. The horse tax.
5. The boat tax.
6. The income tax.

3. These are all taxes on the masses, but of none are we complaining of, as to the positive cause of grievances, as the land tax, house, and road taxes, for the effectual remedy by his Honour.

4. In the matter of the land tax, the manner in which the tax is collected by the Government, the system of so doing is nothing but a distressful one, and an advantage taken on us all; for should we be unable to pay our dues at the time of collection from the cause of poverty and want of money, our acreage or half acreage is taken from us, and sold for such taxes, and we are left unprovided to obtain food for ourselves and families. It is a fact that we are unable to pay land and house tax, from the lands we get no revenue so as to enable us to pay the tax thereon. Our small lots of land give nothing but a little provision on which we can but manage to live. The island is too poor to offer us sufficient work whereby we could help ourselves, all that we must depend on is our little portion of land for support, and on which nothing is planted but provisions. At one time the cocoa and coffee crops were flourishing, also the sugar industry, which used to be a great help to the island, but since everything in trade and business have fallen, we are, as a class, unable to maintain ourselves and families, and

cannot therefore pay land tax for land which gives us no direct revenue whatever so as to be enabled to pay its tax valuation.

5. The house tax also is another great cause of grievance to us, and the manner this tax is collected by the Government is even more more distressful than the manner of collecting the land tax. If we cannot pay the house tax when this is due, our houses are taken from us for the amount, and we are turned out of shelter with our children, and allowed to wander mercilessly and unprovided with a shelter. In many cases we are sent to the common prison, and thus is our treatment as British subjects. We therefore prayeth that the taxes on us in the aforesaid particulars of our present grievances be abandoned, and no more be placed on us.

6. Of the many other taxes "the road tax" is also very oppressing, some of our families consist of from five to 10 persons, and the yearly travaux tax paid amounts from 20s. to 40s. as the case may be. "This tax is also collected twice a year," and in many instances we cannot pay, the result is our time is taken upon the public roads as compensation, and the work given to us for the amount due for such tax is unfair, being too much. We, under all these disadvantages and rigid oppression of taxation upon us, the petitioners of the said villages in the parish of St. Paul, in their petition to his Honour the Commissioner, humbly prayeth that the aforesaid particular mentioned taxes which is the cause of our grievances—the land and house taxes—be removed from us; that the law for such taxes be abolished, and be made a nonpayment tax by us, and also that of the other taxes there may be a reduction as to the present rate, which is too high, and we, as in duty bound, ever prayeth humbly to ascribe ourselves to his Honour the Royal Commissioner's most humble and obedient servants and petitioners.

JOSEPH NICHOLAS,

(19 other names.)

December 14, 1893.

No. 17.

PETITION from HOLDERS of HOUSES and LOTS in ROSEAU, ST. GEORGE'S and ST. PAUL'S.

SIR,

Roseau, Dominica, December 19, 1893.

WE, the undersigned holders of houses and lots in the town of Roseau, as well as holders of lands in the parishes of St. George and St. Paul in the said island, most respectfully solicit the favour of your submitting for the perusal of Sir Robert George Crookshank Hamilton, K.C.B., this our letter setting forth the various causes of our discontent as peasant proprietors, tradesmen, and humble labourers.

As holders of houses and lots in the town of Roseau we are obliged to keep the streets in front of our premises clean, which is done at a considerable expense many times during the year. Then, as holders of land out of town, we have a road tax to pay no matter how aged; if default in payment is made, we are brought up before the district magistrate and are imprisoned.

Then again, those of us who keep a pony for the purpose of riding to our plantations have to pay a horse tax, and what is more grievous is, that we have scarcely any road given us to go to our plantations; representation after representation is made to no effect. But the roads leading to the large estates are duly attended to. Very marked preference is given to some proprietors to the prejudice of others. As, for instance, a plantation called "Bernard," situate, lying, and being in the parish of St. Paul, for years in the holding and possession of a peasant proprietor, and who for years repeatedly presented the state of the road, no notice whatsoever was taken of his representation. The said plantation was sold to one Mr. Frampton, and immediately after a splendid road leading to the said plantation was made for him by Government.

Another cause of discontent is, that the Government appoints most inexperienced and incompetent persons to value our houses and lands, officers who have no experience at such matters, consequently they fix the value at random, doing us great injustice, thereby by causing the tax on us to be double what it should be, and making it difficult for us to pay when due, and as defaulters, the additional costs are put on, making it more difficult yet to pay, the result is that the property is sold for nonpayment, sometimes bought by the Government and sometimes by the clerk in the office for his friend, and we are turned adrift. We are aware of many instances of Dominicans who returned from the mines with cash money, and intention to buy lands and settle down; after staying in the island for three or four months, got quite disgusted of the land and house

APP. D.

tax, and have left for abroad. They thought it was not safe to lay out money on land while this tax exists, as their children may be unable to pay up the tax after their parents are deceased; and to appoint guardians for minors they may neglect to pay up, and the children be dispossessed of the land purchased by their parents.

Another cause of discontent is the Commissioners of Valuation now and again take into their heads to increase on the value of our properties without any improvements whatsoever have been made on them. If, without any improvements and extension of our cultivation this is done, how much more if we were to make efforts to increase our cultivation. The closing up of small stills is a great injustice done to us as well as a loss to the revenue, by putting on such a high license as 25%.

As tradesmen we have great cause of complaint as regards to the way and manner we have been treated by Government. Tradesmen from the sister Presidencies are imported here, who are by no way more efficient than we, and they are employed at higher rates of wages than what are offered us. We need scarcely say that our efficiency may be judged as tradesmen from the many buildings and edifices of the town of Roseau. We have to complain also that Government has been pleased to use a warder at the gaol, who is at a fixed salary, to do the work of a tradesman.

As residents in the town of Roseau we have to complain for the great want of a water-closet. We petitioned the Legislature about it, but no steps are taken in the matter; our representatives are powerless, and from time to time are outvoted by Government in almost everything for our interest. Under the fort and by the river's mouth are where we go to discharge the calls of nature, but of late years the present Inspector of police not only prevents us from going under the fort, but prefers charges against us before the district magistrate, and fines to the extent of 16s. on several occasions have been inflicted for the alleged offence; but fortunately for us, on appealing before his Honour the Judge of the Supreme Court, we succeeded in getting the magistrate's judgment quashed. This, however, does not deter the police Inspector from preventing us to go under the fort.

As residents in the town of Roseau, we also have cause of discontent as regards to the embankment of the river running on the north of the town, and threatens now and again to inundate it. This river has several times flown into the town and displaced many houses. We are cognizant that a sum of money was voted by our representatives to embank the river for the safety of the town; but strange to say the Government has appropriated it to other purposes.

We desire to bring another matter to the notice of his Excellency, and it is this, for us to be able to sell a single bushel of common salt we have to obtain a license of 15s. Now, in Antigua, any petty shopkeeper getting his supplies from a resident merchant may drive his business for a short time before obtaining a license.

Another matter for Sir Robert Hamilton is that of our district doctors. When a doctor is called to a poor person he unhesitatingly refuses to attend to the call unless the fee is paid down, or a guarantee of payment given. And even when a paper is presented from a priest as by law authorised for the free attendance to the poor, this also is disregarded, except in urgent cases. There is a great reluctance to relieve the suffering humanity of the poor.

With respect to the Inspector of police that officer has little or no sympathy with us. One of his latest acts of detestation of us was exhibited on the night of the 8th of last month, on the occasion that a fire broke out at New Street in this town, and destroyed a house of an old nurse named Maria Younger, and might have destroyed many more, but for the great activity of the people at large. As soon as the cry of fire was heard, and the place where it caught fire was known, one of the crowd quickly ran up to the fort and gave the report to the police who received it with indifference. Indeed, one of them was rather inclined to be rude and ordered the reporter to go on or he would be locked up. After an elapse of time, however, some of them made their appearance and set to work. The Inspector also put in his appearance, but took no part either in directing his men or otherwise; he remained unconcerned the whole time until the fire was extinguished.

Another cause of discontent is that as residents in the town of Roseau we pay a water tax, and yet so few hydrants are put up for our accommodation, and of the very few some of them are kept closed to our inconvenience. We feel assured had the one which stands near by the destroyed house had been kept opened, the house would not have been destroyed. The total destruction of the house is attributable from the great distance of getting the water on the occasion.

Now, of the large numbers of the labouring women and men of our community, who are in a poverty-stricken state, in consequence of the small wages they receive for their

labour are great. As, for instance, a labouring woman goes to a sugar estate to work; 300 stools of canes are given to her to weed for her day's labour, for only 7d., she has to take sometimes from two and a half days to three to finish it; if she should fail is had up before a magistrate for breach of contract and is fined, in default of payment is sent to prisons. It may be that the poor woman is a mother of two or three fatherless children who are dependent upon her, must be left to the care of others just as poor as herself. In the case of a labouring man that goes to a sugar estate to work he labours for five days, and at the end of which is paid 2s. 2d., which amount is insufficient for his own subsistence. This is the case with very many of this class of men in this island.

We most respectfully bring to the notice of Sir Robert Hamilton the removal of our prisoners to Antigua to do their penal labour there, at a higher rate of expense and which is payable from this Presidency. This is certainly most objectionable.

Another matter we beg to call his Excellency's notice to, is the removal of our small houses from one street in town to another, which has been the custom from time immemorial and during the day. Now it is ordered by the Inspector of police to be done before daylight, and must not be later than ten o'clock in the forenoon under a penalty. To remove our houses at the early hour of the morning when it is dark is simply to do injury to the houses.

And lastly, we now fall at the feet of Sir Robert and most fervently assure his Excellency that the land and house tax as well as the road and horse taxes are crushing and unbearable, and we supplicate for the removal of the same; and that we shall ever feel our indebtedness to his Excellency on his recommending Her most Gracious Majesty the Queen a disunion of this island from Antigua, as well as recommending a resident Chief, and that we be permitted to have a greater number of elected members to the nominated members in our Legislature.

We have, &c.

JOHN FRANCIS WILLIAM.

(Fifty-one other signatures.)

To R. W. Hamilton, Esquire,
Secretary to Sir Robert G. C. Hamilton, K.C.B.,
Government House, Roseau.

No. 18.

PETITION from INHABITANTS of WEIRS, St. ANDREWS.

SIR,

Weirs, in the Parish of St. Andrew,
Island of Dominica, November 30, 1893.

WE, the undersigned, respectfully beg to approach you, and ask that you would be pleased to submit, for the perusal and consideration of his Excellency Sir Robert George Crookshank Hamilton, K.C.B., the Special Commissioner appointed by Her Majesty the Queen to inquire into the causes of discontent which exist in this island, and into the working of the existing political constitution thereof, the following statements setting forth the great hardship under which we humble peasant proprietors are enduring.

The tax levied on our patches of land is too high, and where default in payment is made, it is owing entirely from inability and not from any neglect, and it comes hard upon us that for such default we are forced to witness with pain and grief the forfeiture of our patches of land, which we inherit from our ancestors, and by no fault of ours, to be wrenched out of our possession and we are sent adrift. This has caused many to leave with regret the land of their nativity for foreign lands to seek a home. We most humbly and respectfully beg, if by any means a reduction could be made in the land tax as well as in the road composition contribution, it would greatly relieve and lighten our burden.

We are, &c.

ST. ROSE LAVILLE.

(12 other signatures.)

To R. W. Hamilton, Esquire,
Secretary to his Excellency
Sir Robert Geo. Crookshank Hamilton, K.C.B.,
Government House, Roseau.

No. 19.

PETITION from INHABITANTS of TABLOU and GALLION, ST. MARK'S.

To Sir ROBERT G. C. HAMILTON, Esquire, Knight Commander of the most Honourable Order of the Bath, Special Commissioner, &c., &c., &c.

The humble petition of the undersigned inhabitants of Tablou and Gallion, parish of St. Mark, directed unto his Lordship Lord Ripon, &c., &c., &c.

SHEWETH—

THE grievance that the poor inhabitants, tenants, and small proprietors suffers the inhabitants are paying heavy land tax upon their property, some have been over valued. Your petitioners are paying road tax, for all our road are not kept in repairs, the road money is spent for other purpose.

The inhabitants, the sixth class, pays 6s. per annum or contribute 12 days labour (that is to say) 3s. each instalment or 6 days labour, this is slavery. In former time when the inhabitants were contriving one day labour in the public road, subsequently repair their bye-road (that is to say) road leading to their residence, all road were kept thoroughly in good order.

That your Lordship's petitioners are paying boat's tax 5d. a foot. There is the assessment after a person reached to the reputed age of 60 he is discharged from paying the poll's tax or the road's tax. If he she or they hold any property whatever they must pay an assessment until death, this Act is bad should not be. If a person hold any property in two parishes he pays land's tax on both property, pays an assessment upon the property in the next parish. The assessment should be annuled altogether.

Your petitioner don't urge to re-enact the export duty, nor to annual other taxes, we ask to reduce them, they are rather too high, for there is nothing to do no work no living, the little produce we makes sell next to nothing, since the failure of the sugar price the parish sunk down, very little cane in cultivation.

The poor tenants suffer great dissatisfaction from the learge proprietors they gave the small tenants land in high wood to work to plant provision cocoa and fruit for a moiety part or half of all produce or product realized from the land.

That when the proprietors found or consider that the land is planted in a planter like maner, they turned the tenants out from the land without paying them their prospects or compensation.

Your Lordship petitioner therefore most humbly prays that your Lordship will be pleased to take our greviance in consideration to cause a law to be enacted for the protection of the poor tenants.

And as in duty bound your Lordship petitioner shall ever pray.

JOSEPH J. BAPTISTE
(26 other signatures.)

St. Mark,
December 20, 1893.

No. 20.

PETITION from INHABITANTS of SCOTT'S HEAD and MORNE JALOUSIE, ST. MARK'S.

To Sir ROBERT G. C. HAMILTON, Esquire, Knight Commander of the Most Honourable Order of the Bath, Special Commissioner, &c. &c. &c.

The humble petition of the undersigned inhabitants of Scott's Head and Morne Jalousie of the parish of St. Mark addressed unto his Lordship Lord Ripon, &c. &c. &c.

SHEWETH—

The grievance that the poor inhabitants and tenants of St. Mark suffers under the large proprietors, they give the poor tenants land in high wood to work to plant provision cocoa and fruits for a moiety part or half when they discovered the land is planted and covered with cocoa, they consider that there is no expense simply to crop the cocoa, they turned those poor tenants from the land without paying them their prospect, jails them beside.

That part of your Lordship petitioner own house and lot, we are paying a high lands tax on our property, paying road's tax, boat's tax, when the inhabitants became at the reputed age of 60 they are then discharged from paying the road's tax, another tax is imposed upon us. If we hold even a small tatched house, or wated house we must pay and assessment untill we die. This Act deserve annaul. If a person hold property in two parishes he must pay tax on both, and pay assessment in the next parish.

If a person employed in Her Majesty's service when he became of a certain age he is put aside and receive a pention, and we the poor have to pay untill death, without any relief.

Your Lordship petitioner therefore most humbly prays that your Lordship will be pleased to have all the taxes amened and caused a law to be enacted for the protection of the poor tenants.

And as in duty bound your Lordship's petitioner shall ever pray.

BENOIT F. NICHOLAS.
(20 other signatures and marks.)

No. 21.

LETTER from Mr. RANKIN to Sir R. G. C. HAMILTON transmitting Petition.

Bath Estate, Dominica,

December 28, 1893.

Sir,

I was asked by many persons who had no opportunity of giving evidence before your Commission to present a petition on the subject of direct taxation. I now beg to place the signatures before you, and would draw your attention to the fact that most of the leading merchants, who own little or no land, have willingly attached their signatures to the document. The petition is worded in the simplest form, as I considered that after the volume of evidence you took upon the subject it was unnecessary to enter into detail.

I have, &c.

(Signed) F. W. RANKIN.

To His Excellency Sir Robert Hamilton, K.C.B.,
Her Majesty's Royal Commissioner.

Enclosure in No. 21.

To His Excellency Sir ROBERT HAMILTON, K.C.B., Her Majesty's Royal Commissioner,
of Inquiry into the State and the Condition of Dominica.

Sir,

WE, the undersigned, inhabitants of the island of Dominica, respectfully beg to express our opinion that the abolition of the land tax in favour of indirect taxation, would assist and benefit the population of Dominica.

M. NAUGHTEN.

(120 other signatures and marks.)

Analysis of Signatures.

- 1 Roman Catholic bishop.
- 2 Professions unstated.
- 2 Fishermen.
- 1 Shoemaker.
- 2 Merchants.
- 23 Business or professional men who are also proprietors.
- 90 Large proprietors, planters, estate managers, and peasant proprietors.

Letter from the Rev. J. LELIEVRE to the BISHOP of ROSEAU, given by him to the Special Commissioner.

(Translation.)

Pointe Michel, December 5, 1893.

MY LORD,

I HAVE the honour to acknowledge the receipt of your Lordship's letter of 2nd December concerning the causes of complaint among the inhabitants of Pointe Michel (St. Luke), and to send you the following information:—

1. *Roads.*—All roads, no matter to which class they belong, are left almost entirely to themselves, with the exception of the one from Roseau to Pointe Michelle, which is regularly put in order before the Governor, the Commissioner, or your Lordship goes over it. In vain do people ask for roads to their holdings to enable them to bring down their provisions. The villages of Fond Sophie and Pointe Guignard are inaccessible by land, both to priest and doctor. On Sunday, the 8th of October last, I was unable to go to Soufrière to hold service by a road belonging to the first class! And during all this time the money is collected for the taxes with a zeal pushed to the extreme. Why should not the Government, as it never has enough money for these roads, entrust the up-keep of them to the proprietors, and free them from payment of the road tax? This would be a relief, and the surveillance of the work might be made the duty of the engineer or the parish road board.

2. *Land.*—The land, which is the only source of wealth, is taxed at 2 per cent. (and it should not be forgotten that people have sometimes had to pay more than 2 per cent.). The chief complaint is of too high or unfair valuations. For instance, Pierre Serrant, over 50 years of age, has 5 acres in the heights, and a thatched house, and pays 1*l.* 10*s.* land tax and 10*s.* road tax. Clementine Steber, 58 years of age, has a house and lot and 10 acres, of which only four or five are cultivable, and pays 1*l.* 10*s.* land tax and 10*s.* road tax. Peter Célaire, 70 years of age, having, it is true, 200 acres, but only 2 acres in cocoa and 10 in provisions, pays 5*l.* land tax and 1*l.* road tax. And there are many other cases which show like abuses.

3. *Houses.*—In the case of houses, the assessments have again been put too high, or made arbitrarily. Then, many poor people beyond the age for work on the roads, living in poor and worthless thatched houses, are condemned to pay house and road tax; so are others, who are cripples like Joly Alexandre, who is 52 years old, and cannot walk, who is lodged and fed by charity, and yet has to pay 4*s.* land tax and 3*s.* road tax. Louise Marie Louise, at Sibouli, is a like case; she is crippled in both hands and feet, and more than 50 years old, and has to pay 2*s.* land tax.

The zealous collection of taxes has been carried to the point of cruelty. An old man, a tailor by trade, but a cripple from his childhood, was taken twice to goal because he could not pay; he came home and fell ill, and the officer, finding him in bed, said, "Very well, to-morrow back you go to gaol!" The next day the officer found that death had called first.

4. *Boats.*—People ask that the tax of 5*d.* per foot over all, and 4*d.* besides for the label, should be reduced to 1*d.* or 2*d.* per foot. There is living here a very poor family of fisher folk (Jean Baptiste Touissaint); there are 11 children alive, and their house is thatched with straw; but with their three boats, and with three children paying road tax as well as the father and mother, they pay in all 2*l.* 14*s.* 9*d.* a year.

5. *Road Tax.*—Not only have old people been made to pay, but children also below the age of 16. And the priests' certificates, the only ones which can be given, are almost always contested and refused.

6. *Health and Sanitation.*—The people are very well satisfied with the doctor of the district, but living as they do on a narrow strip of land between the estates and the sea beach, they have asked in vain that the Government, which has no money, should give them some latrines. Meanwhile, the unfortunate people are persecuted by the estate owners on the land side, and by the police on the beach. Only yesterday I heard of a young man being punished, as is usually the case, by the magistrate. The latrines are besides very necessary.

7. *Rum and Stills.*—The tax has put a stop to all the stills on the Point. In paying a duty of 7*l.* in all have also to pay 15*s.* in two instalments for the measures, and are obliged to present them whenever they are demanded; though the measures and gauge may be in good order every time, still something has to be paid to the officer. Fearing that I have been too long even in this short summary.

I have, &c.
J. LELIEVRE

CORRESPONDENCE with ELECTIVE MEMBERS OF ASSEMBLY respecting course of EXAMINATION.

LETTER from COMMISSIONER to Mr. DAVIES respecting course of Evidence.

DEAR MR. DAVIES,

Government House, Roseau,

November 24, 1893.

I PROPOSE to take your evidence on Monday next, immediately after I have opened the inquiry.

Perhaps you will kindly ascertain and let me know what other members of your body desire to give evidence, so that I may communicate with them. Of course I retain to myself the power to ask any or all of them to come before me, but I wish to save repetition of evidence on the same lines as much as possible, and with this view it would be desirable that those who wish to be examined should be present during your examination, so that their evidence may be confined to points in which they may not agree with you, or to points not touched on in your evidence.

Yours faithfully,

R. G. C. HAMILTON.

It would be convenient and might save the omission of points to be elicited, if you would kindly put down briefly the various points you wish to bring before me. These I could, of course, supplement by others on which I may desire to have your views.

LETTER from MR. DAVIES to COMMISSIONER, inclosing Petition.

DEAR SIR ROBERT HAMILTON,

Roseau, November 26, 1893.

IN accordance with my promise, I have to inform you that Mr. A. R. Lockhart and Mr. Pemberton, together with myself, will testify on behalf of the elected Members of the Legislature before the Commission. Mr. Lockhart has prepared a précis of the early history of the island down to Confederation which will form a fitting introduction to the facts and figures we intend to produce, and will impart coherence and consistency to the narrative which will be unfolded.

I shall try to show the evils of the present form of government since Confederation; promises of greater efficiency and economy not kept; steady increase of expenditure and public loans; systematic appropriation of proceeds of loans to purposes other than those for which the money was raised; contracting of loans for improper purposes, e.g., to pay law expenses of certain persons, &c.; systematic spending of money first and taking a vote afterwards; the sale of hundreds of holdings for taxes; the scandals of the Civil Service; the Crown Agents' connexion, &c. Mr. Pemberton will follow on same lines.

Inclosed is a printed copy of a petition which was in course of circulation for signatures when the news of your appointment was wired out to us. It may guide you to the subjects to which public opinion is just now inclined to attach importance.

As my proofs will be the production of newspaper reports of the proceedings of the Legislature, it may be more satisfactory, perhaps, for you to cite the clerk to attend with the volumes of the Official Gazette and the Minutes of the Assembly.

Yours faithfully,

WM. DAVIES.

PETITION for a COMMISSION of INQUIRY, inclosed in above.

Dominica, June, 1893.

To the Right Honourable the SPEAKER and MEMBERS of the HOUSE OF COMMONS of GREAT BRITAIN and IRELAND.

The Humble PETITION of the Undersigned Inhabitants of the Island of Dominica, in the Colony of the Leeward Islands.

SHWETH,

1. That on the arrival in this Colony of Mr. William Frederick Haynes Smith—since created Sir William Frederick Haynes-Smith, K.C.M.G.—as Administrator

App. D. thereof the Public Debt of the Presidency of Dominica amounted to 12,000*l.*, and the yearly revenue did not on an average of years exceed 20,000*l.*

2. That shortly after the confirmation of the said William Frederick Haynes-Smith as Governor of the Colony, he proposed and raised a loan of 30,000*l.* in two instalments of 20,000*l.* and 10,000*l.*, on the plausible pretext of improving the means of local communication in order to develop the resources of the island, the vote for the latter instalment of 10,000*l.* having to be carried by the casting-vote of the Governor in an Assembly composed of an equal number of Crown Nominees and Electives, in consequence of the extravagance, waste and incompetence exhibited in the dissipation of the former instalment of 20,000*l.*, and in consequence also of the inability of the Governor to point to any finished public work, however small, as representing the value of such former instalment, and of his appropriation of a part of the same to purposes not sanctioned by any votes of the Legislature.

3. That in order to meet interest and sinking fund of this loan the taxation of the island was increased, but not without considerable murmuring from all classes of the inhabitants thereof, who under the system of government by the Crown have no voice or control over taxation or expenditure, and whose repeated protests against the unconstitutional acts of successive governors, and whose numerous petitions for reform in the direction of popular control over the public purse have been found by experience to weigh with the Colonial Office but as straws against the *ex parte* representations of Governors who virtually can do as they please with all public moneys.

4. That in consequence of the yearly public revenue of this island and all loans contracted for so-called public purposes being placed as aforesaid at the absolute disposal of the Governor, who is said to be responsible solely to Her Majesty's Secretary of State for the Colonies—a functionary located over 3,000 miles away, and whose source of official information is the Governor himself—and in consequence also of the Treasurer of the island and the Auditor-General of the Colony being subordinates whose official careers may be made or marred by "reports," confidential or otherwise, of the Governor, no reliance is placed in the accounts published at rare intervals in the "Official Gazette" of the Colony, and grave and well-founded suspicions have therefore arisen as to the financial position of the Colony in general and of this island in particular.

5. That the inability of the peasant proprietary of this island to bear the taxation imposed on them having been clearly demonstrated by the sale of many thousand small holdings for taxes and the purchase of the same by the local Government and by the recent attempt of the Governor, Sir William Frederick Haynes-Smith, to collect taxes at the point of the bayonet, whereby four men were killed in the endeavour to retain the only shelter their families possessed.

Your petitioners humbly pray, that Your Honourable and Historic House will be pleased to appoint a Commission of Inquiry for this Presidency of the Leeward Islands, the members of which shall have no connection with the Colonial Office, and one of whom at least must be a skilled accountant, with direction to examine and report on,—

1. The ability of the inhabitants of this island to bear the present burden of debt and taxation, and any proposed addition thereto;
2. The manner in which the loan of 30,000*l.* for public works and all other loans for the island of Dominica have been spent, and the work now to be seen as the result of such loans;
3. The manner in which the public accounts are being and have been kept;
4. The necessity for the various schemes proposed by the present Governor of the Colony; and
5. The general economic condition of this island and the working of the present system of government thereof.

And your petitioners humbly add that the expenses of such a Commission will be cheerfully borne whether its report be favourable to the Government or otherwise.

And as in duty bound your Petitioners will ever pray.

LETTER from Mr. AUG. ST. HILAIRE.

Wayanary, 5th December, 1893.

MAY IT PLEASE YOUR EXCELLENCY THE ROYAL COMMISSIONER,

I NOTICE a publication on the "Dominican Guardian," stated that all the inhabitants of the Island can state thier grievances to you, which I notice you confirmed.

I am much regreted to have to do it myself, being there is a member who has been elected for the District (Laplain) I think I must state my position for doing so, I am a qualify voter, but never vote for any one. I notice many points has been raise by the members during your sittings, which are altogether to their favour, but not for the public generally.

As some of the members are my only enemies in the Island, because I did not help the Laplain's people to stone the governor at the time he was there, and the officers on the several tims they came to do their duty and because I risked my life to saved, Mr. Javis the Government officer of the district, and Mr. James the Inspector of police, by swum an over flowing river.

I therefore belive they would not raise any question, for the sake of me, that may be good for the inhabitants of the quater where I reside, being I am the only large proprietor who locatnng in most difficult spot in the Island.

I must state the grievances of the inhabitants around me who also directed me to do so. Our difficulties here is more tedious than any part of the Island, which causes by the ruffing of the sea which we always suffering with, when our neighbours by Boitica and Rosalie, can ship their produce to Roseau, and go to fishing we cannot do so sometime for six months at a streaght, during that time, our produce got roten decreasing and wasted away and we are staving, our soil here is very favourable to all kind of produce the temperature could permitted and there are good many Labourers without employment, all of them has a patch of land and a house.

But they cannot cultivate more than what they require to feed themself. On account of the sea thy cant take it to the market, as the roads to Roseau is a long distance of 7 hours.

A man suppose to carry to Roseau $\frac{1}{4}$ of a barrel of arraroot or farin, this will sell for 3/6 to 7/-, the owner has to pay the carrier 3/- to 4/- for his trip, on that account they seldom send any by land, and grown very little for the year to save the trouble to convey it to Roseau. Very often when we are sending loaded boats to Roseau they got swamp, the resaul is evry things got lost, boats brokent down, and sometime brokent, arns, legs, ribs, and heads too.

The perplexity of the sea causes great many laziness and thieves in the quatar.

The people now are willing to pay their taxes but they find it is too high, and their is no market for their produce.

Very often they builded new boats and paid licence for the year, before 2 or 3 monthes it got brokent, they has to build a next one and pay a new licence. Sometime a man will builded 3 boats, all got brokent for the year.

For myself I am the worst situated porpurtor in the Island, who works under a heavy interest of ten per sent, the sea puts me in great perplexities with my business. Whenever I saw a chance, little of the sea coming carm I hurried myself to put my sugar by the bay to ship by the time I finish cart them down the sea got worst again, and it havi to remains by the Bay for many more months waiting for a chance to ship. When I put 20 terses of sugar, before they got ship it reduc to 18, beside by shipping it must get wet which reduce it to a considerable degree again.

When Rosalie and Point Mulatte Ests ship 18 terses of sugar, they fetch more mony than me when I ship 20.

I will also ask the government to regulate the cocoa act because the cocoa dealer causes too great robbery to exist in quater, by buying green pods from those who havent a cocoa tree at a low price, which cause the Dominica cocoa gets so low price in the London market. Excuse my liberty to state to you the only way to redress our grievances of this quater so to help us to an easier shiping for our produce, and the only way to do so, is to give us jetties or to open a weel-traffic road by the bay from Laplain to Rosalie to bridge the rivers, and also get into some agreement with Mr. Johonson for the inhabitants to have the use of the Rosalie crain. I also notice the government intended to have a steam boat to ply round the island of which we

APP. D.

suppose evry tax payer will have to pay if so, we suppose if the inhabetants of Laplain, do not get some plain to ship our produce, we ought to be excluded from the expencis for the boat.

We the Inhabitants of Laplain quarter surgest that it may so please your Excellency to reduce the land tax, house tax, boats licence, and rum duty to a moderate figer that we could pay.

The inhabitants of the district also desire to have a hospital build in the North Windward District as it is so vey difficult for the Medical officers to attend 2 very sick possons at the same time when in denger at both end of the district, we have to cary them on such case quite to Roseau by land, which is very tidious, this cause the doctor half useless.

Their is also some ill treatment between the goverment and the jury men of this Island, we are sommon from a very far distance to attend court is Roseau for 10 to 12 days we have to spent, for horse, and boading &c. to the amt. of 8/- per day, we therefore beg your Excellency to redress this grievanc by let us have our expences return.

I am

Your humble savant,

AUG. ST. HILAIRE.

To His Excellency the Royal Commissioner,
Sir Robert George Crookshank Hamilton, K.C.B.

CONTENTS OF APPENDIX E.

APP.

No.	Page.	Subject.
1	132	Memorandum, dated 20th September 1893, submitted by the Governor to the Road Board and the Legislative Assembly. Memorandum in reply by Elected Members to the Governor.
2	135	Bridges erected under Loan Account.
3	136	Statement of the public works carried out under loan, and of the estimates of the cost, prepared by the different engineers carrying out such works.
4	140	Roads and Bridges Loan Account. Amended statement to give further particulars.
5	143	Return of instances where votes of Legislative Assembly were carried by Nominee Members or casting vote of the Governor.
6	144	Memorandum by Mr. Le Hunte on the publication of Treasury accounts.
7	145	Return of voters.
8	146	Balance sheet to 30th September 1893.
9	147	Returns of receipts and expenditure from 1886 to 30th September 1893, with analysis thereof.
10	150	Consumption of duty-paid rum from 1889 to 30th November 1893.
11	151	Memorandum by Mr. Le Hunte on the assessment of properties for land tax.
12	155	Return of houses and lots assessed at 1 per cent.
13	156	Return of land tax valuation assessed at 2 per cent.
14	157	Memorandum by Mr. Le Hunte on road tax, with return of contributors, and of persons prosecuted for non-payment.
15	159	Memorandum by Mr. Le Hunte on income tax and trade licenses.
16	162	List of public officers in Dominica.
17	163	List of magistrates in Dominica.
18	163	Memorandum on weights and measures by Mr. Le Hunte.
19	164	Memoranda by Mr. Le Hunte on law of land tenure and surveys of the island.
20	168	Memorandum by Treasurer of the dates on which the several taxes, licenses, &c. fall due.
21	169	Notes by Mr. Le Hunte for the information of intending settlers in Dominica.
22	171	Memorandum by Government Officer, Portsmouth District, on certain matters embraced in inquiry.
23	172	List of dates of meetings of Executive Council between 1890-93.

APPENDIX E.

No. 1.

MEMORANDUM BY THE GOVERNOR, dated 20th September 1893.

(Submitted to the Road Board and the Legislative Assembly.)

The erection of the Melville Hall Bridge will, I hope, be soon successfully completed at a cost of somewhat within the estimated amount, and I desire before consulting the Legislative Assembly to obtain the views of the Road Board as to whether the road works in the island should or should not be further continued.

I have, as I have previously mentioned, obtained a tender from Messrs. Gould Bros. & Co., for the erection of the Layou Bridge, and for the construction and erection of bridges over the Check Hall and Canefield Rivers, and for the completion of the road between Roseau and Layou. I have left this tender in abeyance, because Messrs. Gould Bros. & Co., were engaged in the large work of constructing the reservoir at the Wallings Valley in Antigua, and I was unwilling to divert their attention while it was in progress. The reservoir, however, will, I hope, be completed this month, and Messrs. Gould Bros. & Co., will therefore be free to take up work in Dominica. The cost of the erection of the bridges over the Layou, Check Hall, and Canefield Rivers, and the completion of this portion of the road, including the cost of engineer supervision, and of the amount to be paid to the clerk of works who will be required to be constantly on the spot to check the work of the contractors, will be 6,500*l*.

As soon as the masons have finished the work at the Melville Hall Bridge, it would seem desirable to take up the work of building the abutments for the proposed bridge over the river at Rosalie, and when these are finished to proceed to construct the abutments for the proposed bridge over the river at Point Mulatre.

It is proposed that the bridges over these two last rivers should be each of one span of 80 feet, and the estimated total cost of each bridge, when completed with the approaches, is 1,250*l*. The bridges as designed to be erected over the Canefield and Check Hall rivers are also each of 80 feet span, and as the iron work required for these four bridges is similar in every respect, Messrs. Gould Bros. & Co., have, if their tender for the Layou-Roseau works is accepted, also tendered to deliver the iron work for the bridges over the Rosalie and Point Mulatre rivers on favourable terms, namely, 536*l*. for each bridge, delivered on the spot on the Windward coast. This amount is included in the estimate of the cost before mentioned.

There are other matters involving less expenditure which it is desirable to bring to completion. It is desirable to complete the Indian River Bridge at the mouth of the river near Portsmouth, and a comparatively small bridge at the mouth of the Lagoon near the same town. Much of the material for these works has been prepared and both these bridges can be completed in about seven weeks after Melville Hall Bridge is opened, at a total estimated cost of 250*l*. The bridge at Coulibistre is much wanted, and it is proposed that this work should be taken up and completed at a cost of 300*l*. as soon as the Indian River and Lagoon bridges are completed. It would also seem very desirable to complete the road for wheeled traffic from Roseau to Pointe Michel, and this can be done in a few weeks at an estimated cost of 150*l*.

The completion of the bridge over the Melville Hall River completes a line of roads from Portsmouth to Marigot, but it would be of great public advantage that this portion of the road should be carried on to Hatton Garden.

The new road from Portsmouth to Melville Hall has shown that it is possible to construct a road for wheeled traffic in Dominica, and to maintain it at a reasonable expense, but the road ought to be further improved and widened in certain places, and it ought also to be macadamized. The cost of macadamizing public roads has been carefully gone into by Mr. Walsh, C.E., and he estimates that with the use of the stone crushing machinery, plant, and stock, owned by the Government, the roads can be macadamized at an average cost of 60*l*. per mile. The question of the annual maintenance of the public roads of the island, apart from their construction, is one of the utmost importance, and the essential points appear to be to provide proper channels for diverting from the roads the water flowing down from the upper slopes of the hills and mountains and to properly harden or macadamize the surface of the roads.

The proposals I would desire to lay before the Legislative Assembly are, that the tender of Messrs. Gould Bros. & Co. should be accepted for the completion of the Roseau-Layou section of the public road, and that Mr. E. J. Walsh, C.E., should be instructed to proceed with the construction of the abutments of the bridges at Rosalie, and afterwards at Pointe Mulatre, and that he should at the same time complete the works at Portsmouth and Pointe Michel before referred to. As these works are taken in hand, I would also desire to obtain the consent of the Road Board and of the Legislative Assembly to proceed, under Mr. Walsh's direction, with the public road from Melville Hall to Hatton Garden, and thence up the Pegoua Valley to Bason Will which is estimated to cost 7,200*l.*, and at the same time to carry on the road from Layou up the Layou Valley to Bason Will to join the road from Hatton Garden at Bason Will. This portion of the road is estimated to cost 6,000*l.* I would also desire to obtain the consent of the Road Board and of the Legislative Assembly to improve the road from Geneva to Pointe Mulatre as a bridle road, 9 feet wide, which Mr. Walsh reports can be carried out at a cost of 3,850*l.*, along the sea face of the mountain without crossing the top of the Morne Pays Bouche Ridge.

To recapitulate, therefore, the proposals which I desire to place before the Road Board and afterwards before the Legislative Assembly are as follows:—

- (1.) That the tender of Messrs. Gould Bros. & Co. for the completion of the Roseau and Layou Road and the erection of the bridges over the Layou, Check Hall, and Canefield rivers should be accepted, and the work taken in hand under the supervision of Mr. Walsh, as consulting engineer, and a resident clerk of works.
- (2.) That the abutments for the bridge over the Rosalie River should be commenced as soon as the bridge over the Melville Hall River is completed, and that when the abutments are finished that the abutments for the bridge over the Point Mulatre River should be done, so that both would be ready for the erection of the iron work which Messrs. Gould Bros. & Co. tender to deliver on the Windward coast within four months after the acceptance of the tender.
- (3.) That the smaller works at Portsmouth should be commenced as soon as the bridge at Melville Hall River is completed and that when these pile bridges are finished the bridge at Coulibistre should be erected, also that Mr. Walsh should at once complete the road to Point Michel.
- (4.) That two gangs of moderate numbers should be employed in the northern district, one in macadamizing the road from Portsmouth to Lasoye, and the other in continuing the road from Melville Hall River to Hatton Garden with a view of continuing the road up the Pegoua Valley to Bason Will.
- (5.) That a gang of like number should be employed in constructing the road from Layou Bridge, where the work of Messrs. Gould Bros. & Co. would stop, up the Layou Valley to Bason Will.
- (6.) That a gang, also of moderate numbers, should be employed in forming the proposed new road round the sea side of Morne Pays Bouche Ridge.

If the Road Board and the Legislative Assembly consider that these works can properly be carried out as before suggested the work will be fairly distributed over all parts of the island, and I shall be glad if the Road Board can concur with me in thinking that it is desirable to bring these suggestions before the Legislative Assembly.

20th September 1893. W. F. HAYNES SMITH.

To the MEMORANDUM of His Excellency the GOVERNOR, of date 20th September last, for a CONTINUATION of ROAD CONSTRUCTION, which Memorandum has been submitted first to the Road Board, and subsequently to the Assembly on the 17th November, the Elective Members of the latter public body reply as follows:—

1. Recent experience of the way in which the loan of 30,000*l.* has been spent, imposes the obligation on the representatives of the taxpayers to safeguard all future loans by vesting the control thereof in a Committee of the Assembly, on which Committee the elective members of the local Legislature shall have a majority of votes, and not in any irresponsible board like the Road Board, which both the Governor and the Secretary of State consider, and treat, as merely an advising body, without any power to control or check expenditure for the various public works, with the direction of which it is by law entrusted.

APP. E.

2. While such control of all future loans has already been postulated by the unofficial and elective members of this House in a reply to the Governor's speech, on the 21st November 1892, as a *sine qua non* to a larger scheme of road and public works construction, which was submitted by his Excellency on the 28th October 1892, and while furthermore, such control must have been demanded of necessity for the reasons above set forth, it becomes the more imperative on the elective members to insist on such control, since it has been admitted by the Government that a large floating debt has been incurred on the sole authority of the Governor, within the past twelve months during which time no meeting of the Assembly has been convened for taking into consideration either the financial position of this island, or the necessity for the prosecution under existing circumstances of costly though useful public works.

3. And as it was conceded at the same time that a large proportion of such floating debt is made up of annual deficits in the revenue, it is clear that for a long time past both the yearly expenditure of this Presidency, and its supposed ability to contract loans for public purposes, have been based systematically on data, the erroneousness of which ought to have been known to the compilers of the yearly estimates, so that so far from increasing the public indebtedness, it was the duty of the Government to see that every department was administered with the most severe economy.

4. Recognising, however, that it would not be true economy to leave half-finished any public work already begun, and that the execution of certain other public works would, to a great extent, allay grave and profound discontent in certain districts, the elective members are prepared to support the contract with Messrs. Gould for the completion of the bridges on the Roseau-Layou route, and the supply and erection of the Rosalie and Pointe Mulatre Bridges, for the respective sums mentioned in his Excellency's memorandum, under proper professional supervision on behalf of this Presidency, and under the condition of control premised in paragraph 1.

5. But while assenting to the proposal of the Governor, to contract with Messrs. Gould for the works specified in paragraph 4 of his memorandum, the elective members nevertheless consider that the more economical way of getting the work done, would be by the appointment as colonial engineer of some competent professional man who has the confidence of the public, so that the profits of the contractor might be saved to the Presidency. And in this connexion they wish it to be distinctly understood that they are opposed to any further retention of the services of Mr. E. J. Walsh, whose habits of excess of his estimates, and the vicious principle of paying him by a commission on the cost of his work, are alike inimical to the true interests of the Presidency; and the elective members strongly urge on his Excellency the advisability of at once bringing to a close the professional connection of Mr. Walsh with this Presidency.

6. And lastly in justification of their present attitude towards the various proposals comprised in his Excellency's latest memorandum, the elective members of the Legislative Assembly feel constrained to remind the Governor that, on the passage of the 10,000*l.* instalment of the 30,000*l.* loan, his Excellency announced that such instalment would cover the erection of all the bridges then in the island, so that it is a matter of no little surprise to find another loan now proposed to cover the expenses of putting up bridges for which money has already been raised on the public credit on no less than two occasions, to wit, on the raising of the first instalment of 20,000*l.*, expressly contracted to cover the construction of a carriage road from Roseau to Layou, and the erection of the bridges on this route, and on the raising of the 10,000*l.* instalment aforesaid.

Dated this 24th day of November, 1893.

WM. DAVIES.
SHOLTO R. PEMBERTON.
HY. HAMILTON.
D. O. RIVIERE.
L. A. BELLOT.
A. R. LOCKHART.
J. J. L. BELLOT.

No. 2.

BRIDGES erected under LOAN ACCOUNT.

No.	Bridges.	Erected by	Date.	Remarks.
1	St. Joseph's, wooden bridge	G. B. Blanc	Sept. 1888	Present bridge.
2	Trois Pointes, stone bridge	"	Oct. 1888	Do.
3	Fond-Colée, causeway	E. Robins	May 1889	Washed away.
4	Do. brick arch	E. Fadelle	May 1890	Washed away 26th February 1891.
5	Do. iron girder	"	May 1891	Present bridge.
6	Canefield, iron girder	E. Robins and Hinds.	Oct. 1890	Destroyed by flood of February 1891.
7	Lagoon Nini, timber pile bridge	E. Fadelle	May 1891	Present bridge.
8	Check Hall, abutments	"	March 1891	Destroyed before completion.
9	Bayonne, abutments	E. Robins	May 1889	Not used.
	Do. iron girder	E. Fadelle	May 1890	Present bridge.
10	Fromagé, abutments	E. Robins	Sept. 1889	Not used.
	Do. iron girder	E. Fadelle	April 1890	Present bridge.
11	Beausejour, abutments	E. Robins	Sept. 1889	Partly used.
	Do. iron girder	E. Fadelle	April 1890	Present bridge.
12	Belfast, abutments	E. Robins	May 1889	Not used, undermined.
	Do. iron girder	E. Fadelle	Nov. 1891	Present bridge.
13	Abbott, abutments	E. Robins	June 1889	Now standing, bridge not built.
14	Hertford, abutments	E. Robins	May 1889	Used by E. Fadelle.
	Do. iron girder	E. Fadelle	March 1892	Present bridge.
15	Tareau, iron girder	Do.	Dec. 1891	Present bridge.
16	Layou	E. Robins	June 1889	Northern abutment now standing.
17	North River, Portsmouth	G. B. Blanc	May 1892	Present bridge.
18	Woodford Hill Bridge (timber)	E. J. Walsh	May 1891	Present bridge (begun by Mr. Blanc in 1890).
19	Londonderry, iron girder	"	August 1892	Present bridge (begun by Mr. Blanc in 1890).
20	Melville Hall, abutments	G. B. Blanc	Dec. 1889	Undermined; taken down.
	Do. iron girder	E. J. Walsh	Nov. 1893	Present bridge.
21	Copt Hall, iron girder	Gould Bros.	—	Present bridge built by contract, all materials and iron furnished by the contractors.
22	Wall House, Iron	G. B. Blanc	June 1891	This bridge was not built under loan account, it was charged to general revenue, the iron girders used were taken from loan stores.
23	Loubiere, iron girder	"	June 1891	Do. do.

APP. E.

IRON GIRDERS not yet used.

No.	Bridge.	Span.	Where lying.
1	Layou River	120 feet	Layou.
2	Check Hall	2 of 30 feet	Check Hall Bay.
3	Canefield	1 of 30 feet and 1 of 15 feet.	Destroyed, iron at Canefield.
4	L'Ance de Mai	1 of 50 feet	In Roseau.
5	Woodford Hill	2 of 32 feet	Do.
6	Indian River Do.	1 of 54 feet 2 of 40 feet	Portsmouth. Roseau.
7	Coulibistrie Do.	1 of 28 feet 1 of 20 feet	The bridges used at Loubiere and W. House.
8	No particular place	2 of 19 feet	In Roseau.
9	Do.	3 of 14 feet	Do.
10	Do.	2 of 12 feet	Do.

J. A. PINARD, Clerk,
Public Works Department.

No. 3.

STATEMENT of the PUBLIC WORKS carried out under LOAN and of the ESTIMATES of the Cost prepared by the different ENGINEERS carrying out such WORKS.

(A.) Works carried out or commenced before the arrival of the Engineers appointed from England.

Grading, widening, and levelling road round base of Morne Daniell
Cliffs, and reducing in parts gradient at Massacre - - - - £850 0 0

(B.) Works carried out or commenced by the Special Engineers appointed from England.

Material ordered by the special engineer, including cement and iron-work supplied on requisition of the special engineer, and for which tenders were obtained and specifications settled by Mr. Wakefield, C.E., on instructions of Crown Agents in London - - - - £10,598 14 10

The Roseau-Layou Road, including the following bridges and culverts:—

Fond Collé Culvert (destroyed by freshet).
Boery River Bridge (destroyed by flood, 448 $\frac{1}{2}$ for abutments).
Lagoon Nini Bridge.
Check Hall Bridge.
Check Hall Mill Race.
Fromagé Bridge.
Bayonne Bridge.
Trois Pointes Bridge.
Beauséjour Bridge.
Abricot Bridge.
Belfast Bridge (old site), 220 $\frac{1}{2}$.
Belfast Mill Race Bridge.
Hertford Bridge.
Tarreau Bridge.
Abbott Bridge (not completed).

The estimate of the cost of each item mentioned in the list sent cannot be made up from the records at Antigua. The expenditure when the engineer in charge left was as follows:—

	£	s.	d.
Salaries, engineers - - - - -	905	1	5½
Do. clerk of works - - - - -	172	18	4
Travelling expenses and allowances - - - - -	506	3	9½
Wages of foremen - - - - -	322	12	11½
Day labourers - - - - -	2,552	11	9
Stores, tools, &c. - - - - -	1,556	9	8
Local freights - - - - -	35	10	3
Transport and portorage - - - - -	249	10	4½
Compensation - - - - -	7	11	6
Miscellaneous - - - - -	80	4	2
	£6,398	14	3

	£	s.	d.
The survey of road across island - - - - -	500	0	0
The Layou Bridge, including approaches (Mr. Pearce, R.E.D.) - - - - -	3,386	0	0

(C.) Works carried out by Mr. BLANC, the Colonial Civil Engineer, under Loan.

Work.	Name of Engineer.	Estimate of Cost.
		£ s. d.
Trois Pointes Bridge - - - - -	Mr. Blanc - - - - -	125 10 0
St. Josephs Bridge - - - - -	" - - - - -	100 15 0
Reconstruction of Market Street, Roseau, and construction of Grand Bay Street, amended estimate - - - - -	" - - - - -	956 19 2
Do. do. of New Street - - - - -	" - - - - -	306 0 0
Savanne Park Road river wall - - - - -	" - - - - -	280 0 0
Bath Road - - - - -	" - - - - -	125 0 0
Riviere Douce Bridge - - - - -	" - - - - -	40 18 0
Roseau River embankment, several estimates, according to extent of work, from 3,000£. to 5,000£. - - - - -	" - - - - -	5,000 0 0
Note.—Only preliminary work of clearing bed of river taken in hand.		
Roseau Bay Road embankment wall - - - - -	" - - - - -	230 0 0
Stone wall and drain at back of town - - - - -	" - - - - -	262 0 0
Wall House Bridge, without ironwork - - - - -	" - - - - -	100 0 0
Loubiere Bridge do. - - - - -	" - - - - -	135 0 0
Work on the Bath Bridge and Goodwill Bridge after the floods of February 1891 - - - - -	" - - - - -	180 0 0
Tête Morne mountain road - - - - -	" - - - - -	250 0 0
Drainage of Portsmouth - - - - -	" - - - - -	826 0 0
Drainage of swamp near same - - - - -	" - - - - -	192 0 0
Portsmouth Jetty - - - - -	" - - - - -	427 11 4
Do. Street - - - - -	" - - - - -	110 8 0
Do. culvert - - - - -	" - - - - -	32 8 0
Do. Waterworks - - - - -	" - - - - -	195 9 0
North River Bridge, without cost of ironwork or cement - - - - -	" - - - - -	189 0 0
Sugar Loaf Flat Road, including diverting of stream - - - - -	" - - - - -	125 0 0
Melville Hall Bridge - - - - -	" - - - - -	706 12 6
(This work was destroyed by floods.)		
Coulibistrie Bridge - - - - -	" - - - - -	300 0 0
Embankment round the base of Point Michel Cliff - - - - -	" - - - - -	282 0 0

APP. E.

(D.) Works carried out by Contractors under Mr. IVOR MOORE, R.E.D.

Work.	Name of Engineer.	Estimate of Cost.
Copt Hall Bridge, as originally designed - - -	Mr. Ivor Moore, Royal Engineer Department -	£ s. d. 1,400 0 0
After the floods of February 1891 the bed of the river was permanently widened in the neighbourhood of the site of the bridge some 30 feet, and the contractors desired to throw up the contract, but the law officers advised, that on the facts there did not appear to be any actual impossibility to prevent their carrying out the work in terms of the contract, on their being paid for the extra work on the schedule of prices annexed to the contract. Such increased work was estimated at -	" "	600 0 0
		2,000 0 0

(E.) Works carried out by Mr. FADELLE, C.E.

Work.	Name of Engineer.	Estimate of Cost.
Fond Colé, first bridge - - -	Mr. Fadelle - - -	£ s. d. 169 1 8
Fond Colé, second bridge - - -	" - - -	140 0 0
Nini Lagoon and Check Hall Bridge, including river wall, first estimate - - -	" - - -	2,000 0 0
Nini Lagoon Bridge, amended estimate - - -	" - - -	155 0 0
Check Hall Bridge, without ironwork - - -	" - - -	450 0 0
Belfast Bridge, without ironwork - - -	" - - -	450 0 0
Canefield Road, including culverts between Fond Colé and Canefield - - -	" - - -	120 0 0
Belfast Road, portion of - - -	" - - -	-
Mahaut Road, portion of - - -	" - - -	260 0 0
Rebuilding abutments and wing walls, Fromagé and Bayonne bridges, without ironwork - - -	" - - -	300 0 0
Abriçot Bridge, without ironwork - - -	" - - -	100 19 0
Hertford Ravine Bridge, without ironwork - - -	" - - -	110 0 0
Hertford Road - - -	" - - -	-
Tarreau Hill Road - - -	" - - -	-
Tarreau Bridge, without ironwork - - -	" - - -	110 0 0
Intervening road between bridges at estimated cost of 500£. per mile. - - -	" - - -	-

NOTE.—These sums do not include cost of engineering supervision.

(F.) Works carried out by Mr. C. J. WALSH, C.E., under loan.

Work.	Name of Engineer preparing Estimate.	Amount of Estimate.
The works grouped in Treasurer's books under heading Portsmouth-Lasoye New Road include the following:-- Portsmouth to Woodford Hill in Lasoye district— £ Original estimate - - - 3,890 Extra works - - - 243 Steam sawing machinery and live stock - - - 615 £4,748 exclusive of compensation, but including 27 bridges and 48 culverts; owing, however, to heavy rainfall of 192 inches in the year 120 culverts in all were required - - -	Mr. E. J. Walsh, C.E. -	£ s. d. 4,748 0 0
Woodford Hill Bridge - - -	" "	75 0 0

Work.	Name of Engineer preparing Estimate.	Amount of Estimate.
The work grouped in treasurer's books, &c.— <i>continued.</i>		
Londonderry Bridge	Mr. E. J. Walsh, C.E.	£ 305 0 0
Widening new road and maintenance and removing heavy landslips for two years until land took natural slope	"	1,250 0 0
Work on the old Melville Hall Bridge, destroyed by flood	Mr. Blanc	706 0 0
NOTE.—This heading in Treasurer's books includes also other work done under loan by Mr. Blanc in the northern district.		
Extension of road from Woodford Hill to Marigot	Mr. Walsh	350 0 0
SEPARATE WORKS.		
Melville Hall new bridge	Mr. Walsh	1,185 0 0
Approaches to same, including a third approach	"	115 0 0
Indian River Bridge	"	250 0 0

PORTSMOUTH-LASOYE ROAD, to construction as per Treasurer's Statement.

Dr.

December 1890 to June 11, 1892.	To amount expended	£ 6,649 16 8½
	By overcharge, as per attached statement	1,216 11 10
	To balance	£ 5,433 4 10½

PORTSMOUTH-LASOYE ROAD construction, December 1890 to June 11, 1892. Details of overcharges in the Treasurer's Statement.

1891.		
September 4	Henry Hamilton, hardware, lumber, &c.	£ 5 9 3
October 2	A. R. Lockhart, compensation for damage to canal track, &c.	50 0 0
1892.		
March 15	C. H. Shew, compensation for damage, Mount Morson	20 0 0
	Woodford Hill Bridge	75 0 0
	Londonderry Bridge	306 0
	Melville Hall Bridge	102 0 0
	Lumber sales	42 14 2
	Sawmill, plant, and live stock on hand	615 8 5
	Total	£ 1,216 11 10

PORTSMOUTH-LASOYE ROAD, to widening and maintenance, as per Treasurer's Statement.

Dr.

June 11, 1892, to December 23, 1893.	To amount expended	£ 1,906 9 5½
	By overcharge, as per attached statement	344 14 11
	To balance	£ 1,561 14 6½

APP. E.

PORTSMOUTH-LASOYE ROAD, widening and maintenance, June 11, 1892, December 23, 1893. Details of overcharges in the Treasurer's Statement.

			£	s.	d.
1892.					
November 11	-	W. G. Marie, on account of claim for timber cut, &c.	12	0	0
" 30	-	Charter of sloop with lumber, &c.	11	0	0
" 30	-	Remittance to Mrs. Micheam	27	11	1½
December 19	-	W. G. Marie, settlement of claims for wood, &c.	20	0	0
	-	Purchase money of a horse	9	0	0
1893.					
March 11	-	S. Sargenton, shipping stone-crusher	6	2	6
" 10	-	J. T. Tavernier, landing mules, &c.	1	15	0
" 17	-	L. Berard, transportation stone-crusher	10	0	0
" 31	-	Potash and myrbane, &c. (on hand)	80	0	0
" 31	-	Wheels and freight	1	7	0
	-	Freight on mules	6	0	0
May 2-31	-	Overcharge to road	68	10	1
July 29	-	P. Bontiff, compensation for land, &c.	5	0	0
" 31	-	Harness	18	12	10½
	-	Lighterage, mules, &c.	1	0	10
October 31	-	C. H. Shew, judgment and costs, timber cut, &c.	6	15	6
	-	Indian River Bridge (materials, &c.)	60	0	0
		£	344	14	11

January 8, 1894.

(Signed)

E. J. WALSH.

No. 4.

ROADS AND BRIDGES LOAN ACCOUNT.

Amended* Statement to give further Particulars.

		£	s.	d.	£	s.	d.
Separate state-ments	} Works carried out by colonial engineers	4,702	5	1½	14,839	5	7½
		10,137	0	6			
	Do. do. special engineers						
	Salaries of engineers and staff	2,747	5	5			
	Allowances to do.	565	0	3	3,312	5	8
	Horsekeep and travelling expenses	—			220	2	3
	Stationery	—			33	12	10
	Office expenses and clerk hire	—			4	0	4
	Hospital expenses, labourers, &c.	—			6	17	6
	Transport (including cost of lighter 304 <i>l.</i> 4 <i>s.</i> 6½ <i>d.</i>)	—			512	19	9
	House erected at "Bassin Will"	—			98	1	4½
	Compensation for damage to trees, &c.	—			13	1	6
	Wages at stores depôt	—			240	16	10
	Miscellaneous expenses—Crown agents	593	13	1			
	Do. do. Local charges	652	1	7½			
	Portsmouth-Lasoye new road	—			1,245	14	8½
	Melville Hall Bridge (including ironwork)	—			8,377	3	8½
	Indian River Bridge (preliminary expenses)	—			1,620	2	2
	Bridgework transferred to public roads	—			41	16	4
	Stores Account:—				228	0	10
Separate state-ments	} Unerected bridgework	—			3,270	13	6
		—			5,069	10	8½
	General stores†	—					
	Less sales of stores, hire of lighter, refunds, wages, &c.	—			39,134	5	7½
	Unadjusted difference	—			132	14	9
	Total	—			39,001	10	10½
	Balance sheet to 31st September 1893	39,517	2	9½	115	11	11
	Less amount to be transferred to General Account	400	0	0			
		39,117	2	9½			

* The first account furnished (not printed) being manifestly incorrect, amended statements were called for.

† In this item is included the sum of 2,475*l.* 1*s.* 1*d.*, which cannot be accounted for. See Stores Account, next page.

Extracted from the Loan Account Books and Colonial Engineer's Returns, December 1893.

W. H. PORTER, Treasurer.

Statement of Bridge Work.

APP. E

	£	s.	d.	£	s.	d.
Cost of original 17 iron spans				1,021	1	6
Of which were erected at—						
Abricot 1 span.	75	8	1½			
Fond Colé 1 "	113	6	0			
Canefield 2 "	169	17	0			
Tarreau 1 "	113	6	0			
Hertford Ravine 1 "	30	3	3			
Beauséjour 1 "	75	8	1½			
Fromagé and Bayonne 2 "	113	2	0			
Total 9 spans.	690	10	6			
*Unerecited 8 "	330	11	0			
				1,021	1	6
Cost of 9 special bridges, viz. :—						
Layou 1 span.	1,465	16	2			
Check Hall 1 "	130	1	5			
North River 1 "	177	2	5			
Coulubistrie 2 "	228	0	10			
Londonderry 1 "	331	8	1			
Melville Hall 3 "	715	18	2			
L'anse de Mai 1 "	314	3	4			
Woodford Hill 2 "	402	3	7			
Indian River 3 "	842	6	7			
Total 15 spans				4,607	0	7
Of which are erected :—						
North River	177	2	5			
Coulubistrie (transferred to Public Roads Account, and erected at Wall House)	228	0	10			
Londonderry	331	8	1			
2 spans of Indian River—1 at Melville Hall and 1 at Belfast	590	17	5			
1 span of Melville Hall (at M. H.)	339	9	4			
Total 7 spans	1,666	18	1			
*Unerecited :—						
Layou, Check Hall, 2 spans of Melville Hall, L'anse de Mai, Woodford Hill, 1 span Indian River.						
Total 8 spans	2,940	2	6			
				4,607	0	7

Stores Account.

	£	s.	d.	£	s.	d.
Balance of Stores Account, 30th September 1893				5,069	10	8½
Portsmouth pumping machinery	488	6	0			
Stone-crusher and engine	283	1	1			
Rock perforator	113	1	10			
Excavator	75	19	10			
Portable railway	254	14	6			
Surveying instruments	58	2	4			
Charts and specifications	18	17	4			
Piping for Portsmouth waterworks	127	12	7			
Dynamo exploder	30	16	1			
Sundry stores, tools, &c. in dépôt, and stores known to have been lent to other Presidencies, estimated by Commissioners, treasurer, and clerk of works at	889	0	0			
Stores in use at various points in charge of engineer's assistant, estimated by him at	75	0	0			
Stores in colonial engineer's dépôt	25	0	0			
Stores purchased by colonial engineer, and issued but not charged against the several works	154	3	0½			
	2,593	14	7½			
To be accounted for	2,475	16	1			
				5,069	10	8½

* These two amounts taken together make up the sum of 3,270l. 18s. 6d. for "Unerecited bridgework" in Statement on previous page.

APP. E.

Details of Works, amended to include Bridge Work not yet charged against
Works in Loan Books.

Works.	Colonial Engineer.	Special Engineers.	Total.
	£ s. d.	£ s. d.	£ s. d.
Fond Colé Culvert	17 4 3	43 13 3½	60 17 6½
" Bridge, No. 1	—	159 19 7½	159 19 7½
" " " 2	—	255 5 11	255 5 11
Canefield Road	453 15 3½	518 9 0	972 4 3½
" Bridge	15 3 3	543 0 3½	558 3 6½
" River	—	9 4 1½	9 4 1½
Lagoon Nini survey	—	8 19 8	8 19 8
Check Hall River survey	—	2 15 1	2 15 1
" Bridge	—	293 18 0½	293 18 0½
" Mill Race Bridge	—	40 9 8	40 9 8
Fromajé and Bayonne	—	470 12 4½	470 12 4½
Trois Pointes Bridge	56 5 2	16 19 10	73 5 0
Beausejour	1 15 0	197 12 3½	199 7 3½
Abricot	—	187 4 9	187 4 9
Mahaut Road	123 12 9	491 15 4	615 8 1
Belfast	—	505 6 8	505 6 8
" Bridge, No. 1	—	102 6 1½	102 6 1½
" " " 2	—	831 13 4	831 13 4
" Mill Race Bridge	—	32 1 7½	32 1 7½
Hertford Bridge	—	96 6 0	96 6 0
" Road	—	141 12 3½	141 12 3½
Tayouan Hill Road	—	251 15 3½	251 15 3½
" Bridge	—	327 2 10	327 2 10
" Road	32 9 10	73 15 2½	106 5 0½
Abbot Bridge	6 15 6	53 10 1½	60 5 7½
Victor Ravine	—	0 14 0	0 14 0
Layou Bridge	—	496 19 6½	496 19 6½
St. Joseph's Bridge	92 11 5½	—	92 11 5½
Coulibistrie	25 9 4½	—	25 9 4½
North River	547 5 2	—	547 5 2
Lagoon Nini	—	296 16 6½	296 16 6½
Woodford Hill Bridge	28 0 4	62 10 0	90 10 4
Londonderry	23 19 6	552 1 3	576 0 9
Melville Hall Bridge, No. 1	396 7 6	—	396 7 6
Layou Flats' survey	—	611 9 2	611 9 2
Roseau-Layou Road survey	—	38 18 2	38 18 2
" " upkeep	—	141 9 9½	141 9 9½
Copt Hall Bridge	—	1,786 13 7	1,786 13 7
Roseau Streets	1,170 0 7	384 15 2	1,554 15 9
Back Street drain	236 11 1	109 16 0	346 7 1
Savanne Park walls	178 3 6	—	178 3 6
" Road	67 5 0½	—	67 5 0½
Portsmouth Swamp survey	3 10 0	—	3 10 0
" drainage	316 19 2	—	316 19 2
" waterworks	149 12 11	—	149 12 11
" jetty	402 5 7	—	402 5 7
" streets	60 13 8½	3 8 6	64 2 2½
" latrine	7 8 0	—	7 8 0
Sugar Loaf Flat Road	114 12 3	—	114 12 3
Survey, Windward Coast	19 2 10	—	19 2 10
Roseau River embankment	55 12 0½	—	55 12 0½
Lasoye Road	38 2 7½	—	38 2 7½
Painting bridges	61 11 5	—	61 11 5
	4,702 5 1½	10,137 0 6	14,839 5 7½

RETURN by CLERK OF THE HOUSE of Instances when VOTES of the LEGISLATIVE ASSEMBLY were carried by NOMINATED MEMBERS or CASTING VOTE of the GOVERNOR.

Date.	Subject.	How carried.
1890, January 31	- Certain rules of the House	Casting vote.
" February 3	- Second reading of Medical Relief Bill	" "
" "	- Second and third reading of Bill to amend "The Supplementary Constitution Act."	" "
" November 2	- Resolution that the sum of 1,000 <i>l.</i> be raised by loan, and appropriated towards discharging in full the claims against the Government by the defendants in the action <i>Falconer v. Doyle</i> and others.*	Voted by nominees and the Governor.
1893, February 20	- Supplementary Estimates:— Item, police extra pay " purchase of "Nooya."† (Notice of protest given.) " police contingencies Supplementary Appropriation Bill	Casting vote. " " " "
" September 6	- Resolution by an Elective to adjourn	" "
" December 6	- Bill to "authorise" the Governor to appropriate a sum not exceeding 1,200 <i>l.</i> , part of the "Roseau Embankment Fund," to meet the expenditure incurred in repairing the damage caused by hurricane of 4th and 5th September 1883.‡	Negatived by casting vote. Majority.
" " 20	-	Passed by majority of nominees.
1894, October 9	- Bill to re-enact certain words in the Schedule B. of the Import and Export Tax Act, 1879, &c.	Majority of nominees.
1895, April 30	- Resolution by elective members asking for a change of constitution.	" "
" July 23	- Bill to enable the Treasurer to make searches for uncustomed and prohibited goods, &c.	Casting vote.
" August 6	- Resolution, expressing dissatisfaction at the action of the Secretary of State, as an amendment to a resolution by the Government to vote the sum of 131 <i>l.</i> 19 <i>s.</i> 10 <i>d.</i> as the share of this Presidency in the expenses of the Royal Commissioners. This resolution was carried by a majority of electives.	Carried.
1896, March 9	- An Act to raise an additional duty of 5 per cent. on the several items of revenue of this Presidency.	Casting vote.
" "	- Resolution refusing to sanction any increase of the burdens of the taxpayers in general until the economies suggested by the Select Committee of the House appointed for that purpose are adopted.	" "
" September 7	- Resolution opposing a resolution by the Government for a change of the constitution.	" "
" "	- Bill to provide for the uniform valuation of lands, tenements, or hereditaments for the purpose of taxation.§ (Elective members left the house in a body.)	" "
1897, November 10	- Certain items in the estimates	" "
1899, December 30	- Motion of elective members that estimates for 1891 be referred to a Select Committee of the House.	Lost by casting vote.

* The circumstances which gave rise to this action are referred to at p. xii of the Report.

† See Appendix C., No. 7

‡ See Appendix C., No. 6.

§ See Appendix C., No. 8.

MEMORANDUM by Mr. LE HUNTE on the PUBLICATION of TREASURY ACCOUNTS.

In 1886, up to 30th June, in addition to the monthly balance sheets a monthly return of the cash transactions, receipts, and disbursements for the month was also published. The last of these cash accounts was published on 15th July 1886.

The balance sheets for 30th September and 31st December, together with the statement of assets and liabilities for these quarters, were published.

During 1887 a monthly balance sheet, with quarterly statements of assets and liabilities, was published.

In 1888 the balance sheet for 30th June was published.

In 1889, from May to October inclusive, the monthly balance sheets were resumed.

The balance sheet for 1889 (31st December) was published.

The balance sheet for 31st December 1890 was published.

For 1891 and 1892 no accounts were published.

In 1893 the balance sheet for 30th June was published.

I attach a detailed statement, showing dates of publication of above.

I feel it due, especially to the present treasurer, Mr. Porter, to say that the regular publication of the accounts appears to have stopped after he left, and at a time when I was vainly trying to perform the combined offices of President and Treasurer. I notice that they were resumed when Mr. Whyham (a very good accountant) was acting for me while I was on leave in England between April and October 1889.

After I returned in November 1889 the offices of Treasurer and Commissioner were separated again, and Mr. Porter returned here as Treasurer, after which I had nothing further to do with the treasury accounts, and the Treasurer corresponded directly with Antigua about them.

The monthly publication was not again resumed, and practically only the balance sheet for the end of the year was published. I was not here at the end of 1891 or beginning of 1892, and I cannot say how it comes that no balance sheet for 31st December 1891 was published.

The monthly cash accounts and the balance sheets were regularly made out and forwarded to Antigua, although they were not published. Statements of expenditure on roads and bridges were laid before the Road Board from time to time and published in their minutes.

I think, therefore, that the discontinuance of the systematic publication of the treasury accounts must be laid to me. I was at the time very much overworked, and I did not give the matter of publication sufficient attention. I do not recollect the subject being referred to particularly, and I was not directed to publish them, but I think the blame for the first break is fairly attributable to me. I reported that I was not publishing them.

15th December 1893.

G. R. LE HUNTE.

PUBLICATION of TREASURY ACCOUNTS from 30th June 1886 to 30th June 1892.

Year.	Account.	Date of Publication.
1886. Mr. Porter, Treasurer.)	Cash account, 30 June (last)	15 July 1886.
	Balance sheet, 30 June	" "
	Assets and liabilities	" "
	Balance sheet, 30 September	21 "October" 1886.
	Assets and liabilities, 30 September	" "
	Balance sheet, 31 December	8 February 1887.
1887.	Assets and liabilities	" "
	Balance sheet, January	15 March "
	" " February	22 " "
	" " March	10 May "
	Assets and liabilities, 31 March	" "
	Balance Sheet, April	28 June "
	" " May	5 July "
	" " June	2 August "
	Assets and liabilities, 30 June	" "

327

Publication of Treasury Accounts from 30th June 1886 to 30th June 1893—*continued.* APP. E.

Year.	Account.	Date of Publication.
1887.	Balance sheet, July - - - - -	23 August 1887.
(Mr. Le Hunte, Treasurer and President.)	" " August - - - - -	20 September "
	" " September - - - - -	25 October "
	" " October - - - - -	13 December "
	" " November - - - - -	20 "
	" " December - - - - -	7 February 1888.
	Assets and liabilities, 31 December - - - - -	" "
1888.	Assets and liabilities, 30 June - - - - -	25 September "
1889.	Balance sheet, May - - - - -	25 June 1889.
(Mr. Whyham, Acting Treasurer and President.)	" " June - - - - -	6 August "
	" " July - - - - -	20 "
	" " August - - - - -	17 September 1889.
	" " September - - - - -	12 November "
	" " October - - - - -	26 "
	" " 31 December - - - - -	30 June 1891. "
1890.	" " 31 December - - - - -	7 July 1891.
(Mr. Porter, Treasurer.)		
1893.	" " 30 June - - - - -	5 September 1893.

G. R. LE H.

No. 7.

RETURN OF VOTERS.

Name of Member.	Name of Constituency.	Popula- tion.	Number of Voters on Register.					Number who recorded their votes at the last contested election.
			Freehold. Yearly Value, £4.	Occupiers. Yearly Value, £8.	Income Qualification, £25.	Paying direct taxation, 15s.	Total.	
Win. Davies -	Roseau -	5,186	88	19	58	6	171	60
S. R. Pemberton -	St. George -	2,280	56	10	8	1	75	25
L. A. Bellot -	St. Paul, St. Joseph and St. Peter.	5,332	48	2	4	1	50	18
Jabez Bellot -	St. Luke, St. Mark, and the southern division of St. Patrick.	4,726	56	5	6	4	71	35
H. Hamilton -	St. David and the northern division of St. Patrick.	3,277	57	1	2	1	61	26
D. O. Riviere -	St. John -	2,342	54	2	5	6	67	49
A. R. Lockhart -	St. Andrew -	3,698	106	—	7	4	117	72
		26,841	460	39	90	23	612	285

House of Assembly elected for three years. Present Session commenced 28th October 1892, expires 28th October 1895.

C. MUSGRAVE,
Registrar.

Qualification of Members.

	£	s.	d.
Freehold, yearly value - - - - -	10	0	0
Occupier - - - - -	20	0	0
Income - - - - -	100	0	0
Assessed Taxes - - - - -	2	10	0

Dr. Presidency of Dominica BALANCE SHEET on 30th September 1893.

Cr.

	£	s.	d.	£	s.	d.		£	s.	d.	£	s.	d.
To charges public debt	—	—	—	1,577	0	0	By import duty	—	—	—	5,171	11	5
Pensions	—	—	—	379	3	5	Tonnage and package dues	—	—	—	305	13	6
Legislature	—	—	—	33	6	8	Harbour dues	—	—	—	147	5	0
Commissioner	—	—	—	469	0	2	Buoy fees	—	—	—	29	10	0
Treasury	—	—	—	1,606	12	10½	Jetty rates	—	—	—	703	12	3
Port and Marine Departments	—	—	—	4	1	6	Excise duty	—	—	—	—	—	—
Registrar and marshal	—	—	—	458	2	7	Taxes—Land and house	—	—	—	1,550	19	4
Magistrates	—	—	—	527	12	8	Road	—	—	—	904	3	2
Police	—	—	—	1,360	12	8	Income	—	—	—	445	10	8½
Prisons	—	—	—	463	18	8	Water	—	—	—	140	1	10
Medical	—	—	—	337	17	9	Licenses—Auctioneer	—	—	—	4	10	0
Hospitals	—	—	—	1,559	17	2½	Boat	—	—	—	200	11	10½
Education	—	—	—	1,967	0	0½	Dog	—	—	—	13	16	10
Board of Health	—	—	—	459	11	0	Gunpowder	—	—	—	0	15	0
Registration and vaccination	—	—	—	19	4	0	Horse	—	—	—	100	15	0
Public market	—	—	—	14	0	6	Liquor and still	—	—	—	457	10	0
Miscellaneous	—	—	—	544	16	2	Murringo	—	—	—	2	0	0
Post Office, telegraph, &c.	—	—	—	1,087	11	10	Porter and waterman	—	—	—	9	14	6
Public Works Department	—	—	—	240	10	2	Trade	—	—	—	439	12	6
Public Works—Recurrent:							Water rate	—	—	—	1,289	5	3½
Maintenance Public Works	254	1	9				Fines and forfeitures	—	—	—	82	10	0
Roads, streets, and bridges	1,404	5	10½					—	—	—	401	19	3
Waterworks stores	84	0	1				Fees of court, &c.	—	—	—			
Botanical Station	245	14	1				Warehouse rent	—	—	—	41	13	8
Government House grounds	18	18	8				Supreme Court (stamps)	—	—	—	144	2	2
Cemetery	10	19	8				Magistrates' courts	—	—	—	71	14	0
Piers and wharves	78	3	4				Stamp duties	—	—	—	116	5	2
Public Works—Extraordinary:				2,006	12	5½	Cemetery fees	—	—	—	3	17	3
Quarantine station	729	14	0				Hospital fees	—	—	—	10	13	6
Roseau River embankment	251	1	5				Rents public market stalls	—	—	—	47	3	10
Fish market	33	8	10				Post Office revenue	—	—	—	—	—	—
Other special works	6	2	5				Rents, public lands	—	—	—	—	—	—
				1,020	7	2	Miscellaneous receipts	—	—	—	—	—	—
								—	—	—	15,634	4	11½
Treasurer (cash balance)	—	—	—	16,826	8	0	Debenture holders under Loan Acts	—	—	—	40,900	0	0
General account	—	—	—	538	18	9½	Officers' fee fund	—	—	—	—	—	—
Roads and bridges loan account	29,413	16	4				Titles to land assurance fund	—	—	—	—	—	—
Portsmouth waterworks	205	18	7				Titles by registration forms	—	—	—	—	—	—
Portsmouth drainage	514	14	4				Deposits to accure duties	—	—	—	—	—	—
Portsmouth jetty	22	8	11				Suspense account	—	—	—	—	—	—
Portsmouth-Lasoye New Road	8,377	3	8½				Registrar and marshal's deposit account	—	—	—	—	—	—
Melville Hall Bridge	941	4	7				Unrepresented estates accounts	—	—	—	—	—	—
Indian River Bridge	41	10	4				Money order accounts	—	—	—	—	—	—
Special works under loan (1892)	5,103	15	8				General government of the Leeward Islands	—	—	—	—	—	—
Sinking funds—waterworks loan	3,426	15	9				Crown agents	—	—	—	—	—	—
Public works loan	717	13	8					—	—	—	19,461	15	7
Roads and bridges loan	972	10	9					—	—	—	6,888	3	4½
								—	—	—			
Crown land fund	—	—	—	511	6	11½		—	—	—			
Timber works advances account	12	10	0					—	—	—			
Sawmill advances account	44	8	1					—	—	—			
Money order accounts	—	—	—	53	18	1		—	—	—			
Savings' bank	—	—	—	225	9	2½		—	—	—			
				40	0	0		—	—	—			
£	—	—	—	83,319	4	9½	£	—	—	—	83,319	4	9½

* These loans are as follows:—

Waterworks loan, 1879	5,000
Public works loan, 1881	5,000
Roads and bridges loan, 1880-90	30,000
	£40,000

W. H. PORTER,
Treasurer.

No. 9.

APP. E.

ANALYSIS of the following RETURNS of REVENUE and EXPENDITURE in connexion with
BALANCE SHEET, No. 8.

These returns show:—

£ s. d. £ s. d.

(1.) Loans paid off between 1886 and 1893 - — 2,500 0 0

(2.) That deducting this amount of 2,500£, the ordinary revenue between 1886 and 1893 fell short of the ordinary expenditure by - 10,077 2 1½

Deduct for public works extraordinary included in ordinary expenditure, 1886 to 1893 - 3,528 3 10½

6,548 18 3

Add outstanding liability in 1893, not included in these returns, estimated at - 4,000 0 0

Deficiency of ordinary revenue to meet expenditure - 10,548 18 3

(3.) The balance sheet to 30th September 1893 shows that the Roads and Bridges Loan Account expenditure amounted to - 39,517 2 9½

Add for special work on roads included in item of 5,108£. 15s. 8d. in balance sheet under "Special Works under Loan, 1892" - 961 0 0

Total expenditure Roads and Bridges

Loan Account - 40,478 2 9½

Less provided by loan - 30,000 0 0

Expenditure for roads and bridges beyond provision by loans 10,478 2 9½

(4.) The balance sheet contains an item under "Special Works under Loan, 1892" of - 5,108 15 8

Less transferred to Roads and Bridges Loan Account Expenditure *supra* - 961 0 0

4,147 15 8

Add for expenditure on extraordinary public works included in ordinary expenditure - 3,528 3 10½

Expenditure for other public works for which no provision has been made - 7,675 19 6½

RETURN showing the REVENUE and EXPENDITURE, classified under certain Heads, of the
Years 1886 to 1892 and the Period ended 30th September 1893.

Heads of Revenue.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893, to 30th September.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Balance from previous year	120 8 0½	261 11 7½	154 11	292 15 3	1,273 18 9½	392 6 4	305 11 10	325 1 11
Customs	7,147 15 4	7,863 7 1	8,576 13 0½	9,097 19 7	9,694 6 5	10,048 9 6½	9,010 4 1	5,624 9 11
House duty	2,234 14 9	1,861 0 1½	2,250 17 0	3,378 17 1½	3,167 0 8	3,618 18 8½	4,126 13 5	3,472 13 10½
Licenses	900 1 2	940 9 0½	1,195 16 4½	1,492 13 0	1,524 11 2½	1,637 2 9	1,401 12 3½	1,287 5 8½
Taxes:—a. Land and house	368 2 1	884 11 5	1,375 18 3	2,248 17 11½	3,012 5 4	2,369 18 8½	2,846 19 6½	1,550 19 4
b. Road	414 17 1	406 6 10½	565 12 10½	900 4 7	1,299 6 2	1,331 11 7	1,520 14 10	904 3 2
c. Income	215 15 6	378 10 8	339 18 11½	397 18 1	383 3 11	423 15 0½	454 10 11½	445 10 8½
d. Water	112 13 8	115 17 10	112 7 10	131 18 5	129 3 5½	124 2 9½	188 7 11½	140 1 10
Fines, forfeitures, and fees of court.	594 17 5½	551 15 2½	675 1 4½	994 15 0	1,083 9 6	838 18 0½	961 9 0½	677 15 11
Post Office	375 13 0½	231 19 5½	445 14 0½	378 15 8½	498 1 4½	650 14 10	685 4 6½	467 17 8½
Miscellaneous	2,834 12 1½	2,436 14 3	1,784 16 0½	1,574 7 2½	921 8 7	624 9 11	1,513 10 1½	1,113 1 9½
	15,361 6 0	15,993 13 7	17,383 1 8½	20,698 1 11	23,006 15 5	21,925 8 3	23,021 8 8½	16,009 6 10½
Deduct balance from previous year.	120 8 0½	261 11 7½	154 5 11	292 15 3	1,273 18 9½	392 6 4	305 11 10	325 1 11
	15,239 2 2½	15,732 0 11½	17,228 15 9½	20,405 6 8	21,732 16 7½	21,533 1 11	22,715 16 5½	15,684 4 11½

APP. E.

Return showing the Revenue and Expenditure, classified under certain Heads, of the Years 1886 to 1892 and the Period ended 30th September 1893—continued.

Heads of Expenditure.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893. to 30th September
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Federal contribution - -	1,593 4 4	1,509 14 8	1,543 3 2	1,614 10 3	1,552 8 8	2,404 18 7	2,480 4 0	3,770 15 5½
General administration - -	3,967 12 1½	4,495 17 3½	4,816 17 8	5,837 12 5	5,516 10 0½	5,814 5 8½	5,752 9 6	3,770 15 5½
Law and protection - -	3,119 10 4	3,381 3 0½	3,260 13 4½	3,598 17 4	3,680 11 11½	3,791 11 7	4,351 11 5½	2,809 6 7
Education - -	930 17 3	939 0 8½	936 14 10½	958 9 6½	1,019 11 9	1,542 4 6	1,010 19 11	1,967 0 0½
Medical relief, hospitals, and charitable institutions.	2,944 2 5	3,089 19 10½	3,232 3 6	3,485 1 11	3,925 7 9	3,953 18 6	4,754 1 0	2,497 14 11½
Public works, viz.:—								
Roads and bridges main- tenance.	1,037 1 0½	891 14 3	1,316 14 4	1,622 2 9	2,123 8 5½	2,681 7 0	1,900 1 8½	1,404 5 10½
Other recurrent expen- diture.	229 3 9½	447 12 5	880 16 8	393 10 11½	761 5 8	1,646 1 3½	320 2 11½	698 9 0
Extraordinary works - -	145 6 2	50 0 0	88 11 10	173 1 4	954 12 0½	1,102 7 9	—	1,014 4 9
Post office and telegraph - -	374 0 2	647 10 1	650 5 5	962 17 7	932 10 5	742 16 8½	1,158 18 6½	1,087 11 10
Interest on debt - - -	754 0 0	724 0 0	739 0 0	753 14 0	1,149 3 3	1,709 9 8	1,879 0 0	1,577 0 0
Sinking funds - - -	497 10 0	497 10 0	543 8 1½	428 13 4	197 10	497 10 0	497 10 0	398 15 0
Repayment of loans - -	—	—	—	—	2,300 0 0	200 0 0	—	—
Total - -	15,642 7 7½	16,674 2 10	18,025 8 11½	19,879 11 5	24,413 2 6	20,080 11 3½	24,900 19 7	17,223 3 6

DETAILS of ITEMS, "CUSTOMS," "LICENCES," and "MISCELLANEOUS," in Statement of Revenue for Years 1886 to 1893.

	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
<i>Customs.</i>								
Import duty - -	5,880 19 9	6,202 8 5	7,564 15 2	8,525 8 11	9,070 5 7	9,453 17 10½	8,897 3 9½	5,171 11 5
Export duty - - -	1,005 19 7	1,011 0 5	516 13 3½	—	—	—	—	—
Tonnage duty - - -	167 17	308 9 6	372 12 1	421 13 8	453 3 10	413 1 8	416 15 3½	305 13 6
Harbour duty - - -	92 18 4	223 8 9	122 12 6	151 5 0	164 15 0	181 10 0	202 5 0	147 6 0
Total - -	7,147 15 4	7,805 7 1	8,576 13 0½	9,097 19 7	9,694 0 5	10,048 9 6½	9,016 4 1	5,624 9 11
<i>Licences.</i>								
Liquor and still - - -	389 18 4	403 10 8	512 5 0	690 13 0	722 19 0	725 10 0	575 4 0	437 10 0
Trade - - -	304 0 0	272 2 6	388 17 3	434 8 7½	433 18 9	445 18 9	454 7 6	444 17 6
Bont - - -	154 15 10	140 15 10½	143 12 7½	184 2 10½	187 7 11½	191 14 9	194 12 2½	200 11 10½
Dog - - -	9 14 0	11 0 0	11 15 6	14 12 6	14 16 6	11 16 3	13 16 1	13 10 10
Horse - - -	30 5 0	112 10 0	130 0 0	158 5 0	153 10 0	149 10 0	153 2 6	159 15 0
Porters, &c. - - -	14 8 0	9 4 0	9 6 0	10 11 0	11 19 0	12 13 0	10 10 0	9 14 6
Total - -	960 1 2	949 0 0½	1,195 10 4½	1,492 13 6	1,524 11 2½	1,537 2 9	1,461 12 3½	1,287 5 8½
<i>Miscellaneous.</i>								
Waterworks revenue - -	80 11 3	80 9 4	81 5 9½	82 0 11	79 13 4½	84 11 9½	86 12 0	82 10 0
Warehouse rent - - -	14 6 5	15 1 8½	17 0 4	37 0 10½	36 13 1½	41 5 3	59 19 5	41 13 3
Stamp duties - - -	173 19 10	104 1 0	184 11 1	219 12 8	147 10 3	121 9 5	129 16 5	116 5 2
Cemetery fees - - -	—	—	—	—	0 5 9	8 13 6	10 9 6	3 17 3
Hospital fees - - -	—	—	—	—	20 19 0	21 15 0	20 13 0	10 13 6
Pound fees - - -	—	—	—	—	0 3 3½	—	—	—
Rents, market stalls - -	53 12 2	49 2 1	76 7 9	57 4 2	65 18 7	54 15 9	73 1 11	47 3 10
Do. Government property -	52 0 0	30 7 6	—	—	52 18 7	5 3 8½	23 19 4½	40 16 7
Petty receipts - - -	5 3 1	3 15 4	53 17 3½	40 13 0	46 8 5	44 3 11½	76 10 0	30 12 6½
Yaws tax of 10 per cent. -	1,001 11 9½	1,199 12 0	640 12 1	—	—	—	—	—
Additional tax of 5 per cent. -	545 15 11	599 13 1½	319 6 9½	—	—	—	—	—
Special tax of 5 per cent. -	395 11 1½	—	—	—	—	—	—	—
Arrears of previous years -	239 8 10½	74 4 1½	141 2 8½	671 13 1½	—	—	—	—
Pier dues - - -	182 11 8	190 8 0½	187 19 3	192 16 8½	207 14 6	201 1 0½	979 12 0	703 12 3
Buoy dues - - -	—	—	82 13 4½	73 5 0	77 0 0	40 5 0	40 15 0	29 10 0
Interest - - -	—	—	—	—	21 5 0	1 5 0	—	—
Excess of cash - - -	—	—	—	—	159 9 8½	—	—	—
Total - -	2,834 12 1½	2,436 14 3	1,784 16 0½	1,374 7 2½	921 8 7	624 9 11	1,513 10 1½	1,113 1 9½

DETAILS OF SUNDRY ITEMS in STATEMENT of EXPENDITURE for the Years 1886 to 1893.

APP. E.

Heads.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.
<i>Federal.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
Civil - - -	363 5 3	345 8 8	290 17 6	338 16 0	356 1 4	458 13 7	448 7 2	—
Judicial - - -	822 11 5	637 3 9	807 8 7	755 0 0	766 18 11	762 1 2	771 10 5	—
Education - - -	109 13 9	107 16 3	97 10 4	98 9 7	118 4 5	144 1 5	169 10 6	—
Pensions - - -	40 10 0	21 10 11	56 14 5	98 3 5	98 3 5	98 3 5	166 0 5	—
Police - - -	46 2 1	43 10 2	68 6 9	41 9 3	63 8 8	44 15 8	69 14 6	—
Miscellaneous - - -	216 1 4	153 9 11	213 5 7	282 12 0	440 11 11	520 12 0	331 12 3	—
Steam service - - -	—	—	—	—	—	376 11 4	550 0 0	—
	1,603 4 4	1,500 14 8	1,543 3 2	1,614 10 3	1,862 8 8	2,401 18 7	2,486 4 6	—
<i>General Administration.</i>								
Attorneys - - -	63 7 6	670 3 8	168 0 11½	485 17 2	—	—	—	—
Commissioner - - -	626 11 9½	678 14 8½	809 7 2½	746 10 11	793 2 3	674 16 0½	729 7 1½	469 9 2
Treasury - - -	1,301 16 0	1,324 10 3	1,368 0 9	1,850 0 3½	1,950 9 2½	2,003 17 8½	2,403 7 9	1,906 12 10½
Public Works Department - - -	681 2 10	339 0 0	450 0 9	488 2 2	462 10 6	500 8 0	613 2 8½	240 10 2
Legislature - - -	50 0 0	50 0 0	50 15 0	51 7 6	50 17 0	50 0 0	50 0 0	33 6 8
Pensions - - -	652 12 11	780 10 4	788 17 5	750 9 11½	714 18 4	641 2 3	664 0 3½	370 3 5
Printing - - -	258 1 5½	285 11 8	308 14 1½	407 4 0½	434 12 1	469 18 3	424 10 3½	288 5 7
Bank Charges - - -	18 10 0½	24 10 6	9 12 3	5 10 0½	7 17 10½	16 5 7	25 10 7	4 10 10
Census - - -	—	—	—	—	—	250 0 0	—	—
Miscellaneous - - -	153 17 9	65 0 6	96 4 3	369 9 5	233 7 0½	175 1 3	146 14 10½	251 10 9
Board of Health - - -	109 15 8½	103 3 4½	518 0 0½	331 19 0	154 0 6	508 10 3½	611 4 2½	459 11 0
Lights and Signals - - -	183 10 0½	135 8 1½	165 10 4	180 13 0	214 11 7	—	—	—
Port and Marine - - -	—	—	—	—	—	40 17 9	30 14 10	4 1 6
Market - - -	18 14 5	15 10 9	21 8 4	15 19 0	23 19 8	12 9 0	14 7 10	14 0 6
Drawback - - -	6 4 11	17 4 5	66 10 9	69 16 6½	95 16 3	—	—	—
Transport - - -	—	—	—	2 10 0	—	—	—	—
Fruit trade - - -	—	—	—	123 2 10½	265 10 6	256 19 7	—	—
Registration and vaccination - - -	—	—	—	—	114 8 9	44 0 0	39 0 0	10 4 0
	3,967 12 1½	4,495 17 3½	4,816 17 8	5,887 12 5	5,516 10 6½	5,814 5 8½	5,752 9 6	3,770 15 5½
<i>Law and Protection.</i>								
Registrar and Marshal - - -	608 16 8	540 15 3	501 16 5	516 11 8	522 17 9	701 7 5	691 2 0	458 2 7
Administration of Justice - - -	57 6 0	60 14 6	60 18 3	43 18 6	95 3 2	—	—	—
Magistrates - - -	750 0 1	750 0 0	715 14 10	572 11 6	548 9 11	625 16 8	602 15 0	527 12 8
Police - - -	952 8 2	1,338 8 2½	1,230 16 3	1,427 18 4	1,476 15 8	1,721 16 4	2,051 5 9½	1,347 6 0
Powder Magazine - - -	10 0 0	5 0 0	5 0 0	5 0 0	5 0 0	5 0 0	5 0 0	3 6 8
Weights and Measures - - -	—	—	9 18 6	8 0 6	10 0 0	10 0 0	10 0 0	10 0 0
Rents; Police Stations - - -	81 11 0	77 16 0	77 16 0	91 6 0	91 6 0	—	—	—
Goal - - -	263 0 0	263 0 0	263 0 0	263 0 0	285 8 7	727 11 2	901 8 8	462 18 8
Police and Goal - - -	387 8 5	339 9 7	401 13 1½	670 10 10	645 10 10½	—	—	—
	3,119 10 4	3,381 3 6½	3,256 13 4½	3,508 17 4	3,680 11 11½	3,791 11 7	4,351 11 5½	2,809 6 7
<i>Education.</i>								
Establishments - - -	604 14 0	607 0 0	615 11 8	633 3 4	662 6 8	978 10 3	1,311 9 6	1,031 11 9½
Grants, &c. - - -	235 7 3	246 1 5½	212 3 2½	214 6 2½	246 5 1	563 14 3	539 10 5	335 8 3
Rents - - -	90 16 0	85 19 3	109 0 0	111 0 0	111 0 0	—	—	—
	930 17 3	939 0 8½	936 14 10½	958 9 6½	1,019 11 9	1,542 4 6	1,910 10 11	1,967 0 0½
<i>Medical Relief, &c.</i>								
Medical Department - - -	825 0 0	825 0 0	832 10 0	921 13 0	1,337 17 7	1,435 7 3½	1,656 13 ½	937 17 9
Institutions - - -	2,111 14 9	2,264 19 10½	2,394 1 10	2,510 3 11	2,451 14 7½	2,515 11 2½	3,037 7 8	1,559 17 2½
Rents - - -	7 7 8	—	—	5 0 0	35 3 6½	—	—	—
Ice Supply - - -	—	—	5 11 8	48 5 0	100 12 1	—	—	—
	2,944 2 5	3,089 19 10½	3,232 3 6	3,485 1 11	3,925 7 9	3,953 16 6	4,734 1 0	2,497 14 11½

APP. E.

Details of Sundry Items in Statement of Expenditure for the Years 1886 to 1893— continued.

Heads.	1886.	1887.	1888.	1889.	1890.	1891.	1892.	1893.
<i>Public Works (Ordinary).</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>	<i>£ s. d.</i>
Maintenance buildings and waterworks.	140 16 3	223 6 5½	564 0 4½	323 3 5½	534 1 3	1,389 0 7	169 16 1	363 11 11
Piers	56 1 3½	199 4 10½	309 9 0½	40 11 0	195 12 7	226 2 8½	123 11 10½	78 3 4
Cemetery	13 16 3	12 11 1	13 7 3	8 6 6	17 18 6	18 9 0	20 15 0	10 10 8
Botanical Station	—	—	—	—	—	—	—	245 14 1
Public Garden	12 10 0	12 10 0	—	12 10 0	13 13 4	12 0 0	6 0 0	—
	229 3 9½	447 12 5	886 16 8	393 10 11½	761 5 8	1,648 1 3½	320 2 11½	698 9 0
<i>Public Works (Extra-ordinary).</i>								
Completion Pointe Michel waterworks.	95 6 2	—	—	—	4 0 8	—	—	—
Improvement Pointe Michel Road.	—	—	—	—	—	35 6 8½	238 14 0	—
Purchase, Botanical Station	—	—	—	—	—	—	2,095 18 2	—
Establishment, Botanical Station	—	—	38 11 10	123 1 4	232 6 0½	390 5 0	247 10 2	—
Purchase, Portsmouth public buildings.	50 0 0	50 0 0	50 0 0	50 0 0	50 0 0	—	—	—
Repairs, Portsmouth public buildings.	—	—	—	—	—	2 0 5	71 15 8½	—
Repairs, Portsmouth Garrison road.	—	—	—	—	—	—	72 11 5	—
Purchase, library buildings	—	—	—	—	—	—	212 9 0	—
Purchase quarantine station	—	—	—	—	—	—	106 1 0	729 14 6
Repairs, poorhouse	—	—	—	—	143 2 6	—	—	—
Repairs, gaol premises	—	—	—	—	57 12 4	373 5 11	20 3 7	—
Repairs, Sav. Parc road	—	—	—	—	244 1 5	—	53 3 2½	—
Repairs, sea wall	—	—	—	—	192 3 5	—	—	—
Repairs, public garden	—	—	—	—	2 5 4	—	33 16 7	—
Renewal waterworks filter-bed	—	—	—	—	—	—	60 8 3½	—
Rebuilding engineer's office	—	—	—	—	—	—	171 0 6	—
Special damage to roads	—	—	—	—	—	—	†981 0 0	—
Street-name boards	—	—	—	—	—	—	7 13 0	—
Embankment, Roseau river	—	—	—	—	—	—	—	281 1 5
Clearing bed of Roseau river	—	—	—	—	—	301 9 2½	—	—
for Vieille Case pier	—	—	—	—	28 19 16	—	—	—
Erection fish market	—	—	—	—	—	—	—	21 5 2
General repairs, public buildings.	—	—	—	—	—	—	745 4 11½	—
	145 6 2	50 0 0	88 11 10	173 1 4	954 12 0½	1,102 7 9	*5,097 15 7	1,014 4 9

* Originally £ 5,108 13 8.
Now less 11 0 1 transferred.
† This year's extraordinary expenditure will be charged to loan work account.
† See Analysis p. 147.

November 30, 1893.

W. H. PORTER,
Treasurer.

No. 10.

CONSUMPTION of DUTY PAID RUM, 1889 to 30th November 1893, in "Proof Gallons."

1889.	Duty, 2s. 3d. per gallon	-	-	-	30,024 gallons.
1890.	"	-	-	-	28,329 "
1891.	"	-	-	-	31,279 "
1892.	{ Duty 2s. 3d. in January	-	-	-	28,565 "
	{ Increased to 3s. 1st February	-	-	-	
	{ Distilleries locked 1st June	-	-	-	
1893.					
(to 30th November.)	Duty 3s. per gallon	-	-	-	32,977 "

W. H. PORTER,
Treasurer.

No. 11.

MEMORANDUM by Mr. LE HUNTE on the ASSESSMENTS of PROPERTIES for LAND and HOUSE TAX.

APP. E.

By the Valuation Act and Land and House Tax Acts of 1886 persons owning or occupying properties were obliged to send in returns on the enclosed form to the Commissioners of Valuation. The Commissioners assessed the properties from the information given on the returns, and from their own or other sources of knowledge of the properties. (They have power to take evidence.)

2. The scale of valuations of cultivations fixed by them was:—

Land.

Cocoa		In bearing, 15 <i>l.</i> per acre.
Coffee		Not bearing, 10 <i>l.</i>
Limes		Bearing, 20 <i>l.</i> (subsequently reduced to 15 <i>l.</i>).
"		Not bearing, 10 <i>l.</i>
Canes		2 <i>l.</i> to 5 <i>l.</i>
Provisions (gardens,* &c.)		1 <i>l.</i> to 2 <i>l.</i>
Fallow		10 <i>s.</i>
Impracticable		5 <i>s.</i>
Barren		2 <i>s.</i> to 5 <i>s.</i>

3. Houses in town and villages average 10 per cent. on rental value. Lots according to size.

- An ordinary two-roomed wooden house, with shingled roof and sides, in Roseau, 30 feet × 20 feet, would be valued, if new, at 30*l.*, and at 20*l.* in the country.
- A wooden and thatched house at 7*l.* 10*s.* to 10*l.*
- † A boarded and unfloored house at 5*l.*
- † A thatched and wattled house at 2*l.* 10*s.*
- A small house lot, say 1,000 square feet, would be valued at 20*l.* in Roseau and 5*l.* in the villages.

A very large number of houses are built (not fixed to the ground) on lots owned by a different person. In such cases there would be two returns, one for the house, and one for the lot.

4. If the present valuation of an acre of cultivated land, say cocoa or limes in full bearing, be compared with the value of the produce obtained from it, it will be seen that it is anything but excessive.

An acre of cocoa, with trees planted at the proper distances, would give at least 500 lbs. of cocoa in a year. The price of Dominica cocoa, taking it at the lowest, should not be less than 60*s.* per cwt. in London. The present price, given by one of the principal buyers and exporters of cocoa in Roseau is 42*s.* per cwt., or 4½*d.* per lb., say 500 lbs. at 9 cents = \$45.00 = 9*l.* 7*s.* 6*d.*, yearly value of the produce of an acre assessed at a supposed selling value of 15*l.*

Similarly, limes should give an average of 200 barrels to the acre. The local price, until recently, was 2*s.* a barrel, it is now lower, say lowest 1*s.* 6*d.*; the value yearly at this rate of 200 barrels would be 15*l.* on an assessment of 15*l.* freehold value. Cost of cultivation, &c. on estates should be deducted, but eliminating that it leaves a very substantial margin of profit if the assessment valuation is to be considered as representing a fair, real value.

To take another test. When the Government has taken in cultivated land for making a road, the compensation to be paid for average cocoa and lime trees is 4*s.* a tree. 200 × 4*s.* = 40*l.* an acre.

5. When the Commissioners have arrived at the valuation to be fixed, the property is registered in the assessment books, and becomes liable to tax on that valuation, until altered either by the Supreme Court on appeal, or by the Valuation Commissioners on hearing an application to have the assessment revised. This can only be done after notice has been given to the other side (before the 31st December of the current year), by either the Treasurer or the proprietor. The one case would be an application to increase, and the other to reduce the assessment. The application is heard and decided by the Commissioners at their first sittings in the following year.

* The patches on which "provisions" are cultivated are usually termed gardens.

† Many of the first class and all of the remainder will be exempted from payment of any tax, if my recommendations are adopted.—R. G. C. H.

‡ These are the ordinary descriptions of houses in which the lower classes of the population live.

6. Upon an application being made by either party the Commissioners go into the question of the present state and value of the property. It was at one time contended that they had no right to increase the valuation of an estate when the application was merely for a reduction only, but I held, and my view was upheld by Chief Justice Sir H. Wrenfordsley, that an application re-opened the whole question of the present state and value of the property, and if the Commissioners considered it to have been originally or at present under-valued they had the right to re-value, and if necessary increase the valuation.

Their decision is subject to appeal to the Supreme Court.

The Commissioners cannot increase an assessment of their own motion, as is the common belief; they simply adjudicate upon an application when brought before them. They have in many cases *decreased* assessments where they found them too high, without waiting for any formal application being made to them.

7. A somewhat instructive case occurred recently.

The "River" Estate, which adjoins "Canefield," was originally assessed at 1,000*l*. Owing to damage inflicted by heavy floods the owner applied for a reduction, which was granted to the extent of 100*l*., and his assessment altered to 900*l*. in 1890.

In 1891 or 1892, the proprietor applied for a further reduction, but the Commissioners found that the value of the estate, as then brought before them, was not less than the original 1,000*l*., to which sum the assessment was again raised.

The proprietor appealed to the Supreme Court and stated that the valuation was excessive. The Chief Justice held that the Commissioners were justified in arriving at their decision and dismissed the appeal.

In 1893 the proprietor sold the estate for 3,000*l*. It still stands in the Assessment Register at 1,000*l*.

8. The Bath Estate was originally assessed at 2,500*l*., and any application to have it raised would have been strongly contested. It was sold for 8,500*l*., and 2,000*l*. being deducted for a part of it purchased by the Government the assessment was fixed at 6,000*l*., at which it now stands.

Practically it is only when a large estate changes hands and the consideration expressed in the conveyance, which is recorded, appears to be a fair one that a proper assessment can be made. The consideration expressed in the deed is usually now accepted for the assessment valuation.

9. The Board of Commissioners as at present constituted are :—

The Commissioner, Chairman (official).

The Registrar, Mr. Musgrave (official).

Hon. L. A. Giraud, merchant, Roseau, and estate proprietor.

Mr. A. D. Lockhart, planter, Geneva, Southern District.

Mr. A. R. Lockhart, planter, Blenheim, Northern District.

The clerk is the second clerk in the registrar's office.

The three unofficial members give their services gratuitously.

The Treasurer was formerly a member of the Board, but as he often stands in the nature of an adverse party to the proprietor it was thought right that he should not remain a member.

When the original valuations were made by the Commissioners in 1886-7, they very unfortunately, in my opinion, made a serious mistake which has given infinite trouble, viz., where a person sent in a return of several different properties situated in various places, they assessed the valuation of the whole number "en bloc," and wherever a transfer of any portion of the whole was made it was impossible, without a revaluation, to revise the assessment and apportion it properly, especially after 1888, when the rate of tax on lands and houses became different; it was also found that many persons had not made returns of their holdings.

In 1889 the Governor, with the approval of the Legislature, authorised the employment of four officers, or clerks, to make a complete list of all properties in the island. They each had a district and they visited every estate and village, and ascertained the extent and description of each holding, and the size of each house, lot, and description of house.

The Government officer of the districts then entered on the lists, against each item, what he considered to be the proper valuation, for the information of the Valuation Commissioners.

These lists, known as the blue lists, have proved of the greatest use in enabling the Commissioners to identify holdings and to properly apportion the assessment where any transfer had to be made of a portion of the original "conglomerated" assessment.

A great deal of misunderstanding has arisen about the work done by these gentlemen in the districts, persons believing that they were revaluing properties, &c., &c. It is, however, only when an assessment is brought before the Commissioners for revision that the blue list can be used, the original assessment remains undisturbed until such an occasion arises; the impression that the assessments were altered by the officers who made the blue lists is quite erroneous.

They met with some opposition and difficulties in doing this work, but on the whole they did it well and, as I have said, it has been of very great use. The work occupied six months to do.

It would, in my opinion, have been very much better if, in the first instance, in 1886 the properties had been all visited and lists made out by persons sent for the purpose.

Had I been here I certainly would have urged it very strongly. There would have been very little objection to it then, it would have given rise to no misunderstanding and every property would have been returned. As it was, there were 684 properties or holdings found in 1889 which were not on the assessment register, and which were thereupon assessed and registered.

The clerks employed were Mr. J. C. Macintyre, now a planter; Mr. A. Corriette, now a shopkeeper in Roseau; Mr. E. Dupigny, now second clerk, registrar's office; and Mr. W. J. Signoret, now clerk to the Government Officer, Portsmouth; they were paid at the rate of 8*l.* 6*s.* 8*d.* per month, and had to provide themselves with a horse, &c.

I attach forms of returns.*

Lands. Houses.

- (1.) Valuation Assessment.
- (2.) Transfer of Lands, &c.
- (3.) Removal of Houses.

The first is the form prescribed by the Act 1886, slightly altered to suit the present time. The second was introduced by me in 1892, to meet the unforeseen, and unprovided for, transfers of small portions of holdings which are very frequent and which give a great deal of trouble and work and cause great delay. The third was also introduced to meet the cases (very numerous) of houses being sold and removed from one site to another; they are wooden houses not affixed to the lot on which they stand.

When a person sells a portion of his property which affects the assessed value of the whole, the transfer return on Form 2 is sent to the district Government officer who has to visit the place, see what part of the property has been transferred and estimate the value of it. On receiving his report the Commissioners of Valuation have to inspect the transaction, and if the consideration stated to have been paid fairly agrees with the estimated valuation of the portion transferred, the clerk is directed to have the original assessment of the vendor cancelled and the revised valuation substituted, while the purchaser is entered in the assessment register for the portion he has purchased.

I am unable at the present moment to take up the work of revising many valuations when the assessment is affected by transfer of a portion, and Mr. Lauder, the Government officer, stated, in reply to me yesterday, that he has many returns on hand which he has not yet been able to attend to on account of his time being fully occupied with revenue and road and excise duties. I cannot too strongly urge that this matter be put on a proper footing by the establishment of a land office or some department which should have charge of this work.

I enclose a copy of an extract upon a report on the collection of taxes, recently called for from me by the Governor, in which I refer to this:

Great complaints are made of the delays in effecting the alteration of names in the assessment books, no alteration is allowed to be made except by the direction of the Valuation Commissioners.

When a property is, however, transferred "en bloc," without affecting the assessment, the clerk has been authorised by me to make the change of name in the register at once to save delay.

G. RUTHVEN LE HUNTE.

December 15, 1893.

COMMISSIONER, Dominica, to COLONIAL SECRETARY.

Extract from Letter No. 54. (Report on Collection of Taxes, Land and Road).

LAND TAX.

11. Mr. Green lastly urges more despatch on the part of the Valuation Commissioners; no doubt he is right, but the framers of the Valuation Act never contemplated what has been forced on that Board (composed of two officials who have their own duties, a merchant in Roseau, and two planters residing in the country). The duties of that Commission were to assess the value of properties brought under the Tax Act, and to hear and decide applications for revision of the assessed value in the prescribed way.

12. As it is, the Commissioners are expected to do the work of a land titles office. The French custom of bequeathing lands in undivided interests or shares to a number of descendants is mainly responsible for this. When three people own a house, and one sells half his or her share in it, or in a lot of land a few feet square, and this happens by the score in this island, it is not the proper business of the Commissioners to have to readjust the valuation of the property as already assessed.

A proper land office should be created whose functions would be to deal with the hundreds of petty transfers that come in. As it happens this year, owing to my own time, both in and out of office hours, being fully occupied, and the clerk being busy with the re-copying of the valuation register, no work has been done for some months by the Commissioners, since their regular sittings in the early part of the year, and I am not prepared to say when I can do it. Of course the Commissioners will meet to deal with any applications for alterations of valuations upon petitions in the manner prescribed by the law.

13. If the small properties are to be retained as taxable, I must urge, as I have done on previous occasions, that a proper office be created as a land office to attend to the constant alterations of interests in small holdings, it will occupy the time of a hard working officer. I cannot ask the Registrar or the non-official members of the Commission to do it, and I can only give it such attention as my very occasional free days in a year would permit. I have thought well to say this very clearly as the falling off in the payment of land tax has been partly ascribed to the fault of delay on the part of the Commissioners of Valuation.

G. R. LE HUNTE.

TOTAL ACREAGE OF LANDS OVER AN ACRE and their ASSESSED VALUATIONS.

Parish.	Acreage.	Assessed Valuation.	Remarks.
<i>Town of Roseau.</i>			
		£ s. d.	
Parish of St. George	8,364	23,103 10 0	
" St. Luke	2,411	3,572 10 0	
" St. Mark	2,042	4,895 0 0	
" St. Paul	6,778	7,001 6 8	
" St. Joseph	7,874	13,784 19 4	
" St. Peter	3,496	5,955 5 0	
" St. John	7,221	9,938 4 1	
" St. Patrick	8,822	11,200 3 4	
" St. David	6,278	4,288 0 10	
" St. Andrew	9,607	16,827 10 0	
	61,343	100,566 9 3	

December 25, 1893.

G. R. LE HUNTE.

RETURN of HOUSES and LOTS assessed at 1 per Cent.

Assessment.	Taxes.	Number of Assessments.	Average Tax:	—	—
			£ s. d.	£ s. d.	£ s. d.
2 <i>L.</i> 10 <i>s.</i> and under	6 <i>d.</i> and under	263	0 0 6	6 11 6	
2 <i>L.</i> 10 <i>s.</i> to 5 <i>L.</i>	6 <i>d.</i> to 1 <i>s.</i>	736	0 0 9	27 12 0	
3 <i>L.</i> to 10 <i>L.</i>	1 <i>s.</i> to 2 <i>s.</i>	1,012	0 1 6	75 18 0	
10 <i>L.</i> to 15 <i>L.</i>	2 <i>s.</i> to 3 <i>s.</i>	688	0 2 6	86 0 0	
15 <i>L.</i> to 20 <i>L.</i>	3 <i>s.</i> to 4 <i>s.</i>	504	0 3 6	88 4 0	
20 <i>L.</i> to 25 <i>L.</i>	4 <i>s.</i> to 5 <i>s.</i>	204	0 4 6	45 18 0	284 5 0
25 <i>L.</i> to 30 <i>L.</i>	5 <i>s.</i> to 6 <i>s.</i>	195	0 5 6	53 12 6	
30 <i>L.</i> to 35 <i>L.</i>	6 <i>s.</i> to 7 <i>s.</i>	65	0 6 6	21 2 6	
35 <i>L.</i> to 40 <i>L.</i>	7 <i>s.</i> to 8 <i>s.</i>	140	0 7 6	52 10 0	
40 <i>L.</i> to 45 <i>L.</i>	8 <i>s.</i> to 9 <i>s.</i>	26	0 8 6	11 1 0	
45 <i>L.</i> to 50 <i>L.</i>	9 <i>s.</i> to 10 <i>s.</i>	86	0 9 6	40 17 0	509 6 6
50 <i>L.</i> to 55 <i>L.</i>	10 <i>s.</i> to 11 <i>s.</i>	16	0 10 6	8 8 0	
55 <i>L.</i> to 60 <i>L.</i>	11 <i>s.</i> to 12 <i>s.</i>	41	0 11 6	23 11 6	
60 <i>L.</i> to 65 <i>L.</i>	12 <i>s.</i> to 13 <i>s.</i>	10	0 12 6	6 5 0	
65 <i>L.</i> to 70 <i>L.</i>	13 <i>s.</i> to 14 <i>s.</i>	16	0 13 6	10 16 0	
70 <i>L.</i> to 75 <i>L.</i>	14 <i>s.</i> to 15 <i>s.</i>	12	0 14 6	8 14 0	
75 <i>L.</i> to 80 <i>L.</i>	15 <i>s.</i> to 16 <i>s.</i>	37	0 15 6	28 13 6	
80 <i>L.</i> to 85 <i>L.</i>	16 <i>s.</i> to 17 <i>s.</i>	4	0 16 6	3 6 0	
85 <i>L.</i> to 90 <i>L.</i>	17 <i>s.</i> to 18 <i>s.</i>	8	0 17 6	7 0 0	
90 <i>L.</i> to 95 <i>L.</i>	18 <i>s.</i> to 19 <i>s.</i>	2	0 18 6	1 17 0	
95 <i>L.</i> to 100 <i>L.</i>	19 <i>s.</i> to 1 <i>L.</i>	34	0 19 6	33 3 0	131 14 0
100 <i>L.</i> to 200 <i>L.</i>	1 <i>L.</i> to 2 <i>L.</i>	83	1 10 0	124 10 0	
200 <i>L.</i> to 300 <i>L.</i>	2 <i>L.</i> to 3 <i>L.</i>	30	2 10 0	75 0 0	
300 <i>L.</i> to 400 <i>L.</i>	3 <i>L.</i> to 4 <i>L.</i>	22	3 10 0	77 0 0	
400 <i>L.</i> to 500 <i>L.</i>	4 <i>L.</i> to 5 <i>L.</i>	3	4 10 0	13 10 0	
500 <i>L.</i> to 600 <i>L.</i>	5 <i>L.</i> to 6 <i>L.</i>	2	5 10 0	11 0 0	
600 <i>L.</i> to 700 <i>L.</i>	6 <i>L.</i> to 7 <i>L.</i>	1	7 0 0	7 0 0	
700 <i>L.</i> to 800 <i>L.</i>	7 <i>L.</i> to 8 <i>L.</i>	1	8 0 0	8 0 0	316 0 0
Total		4,241			957 0 6

NOTE.—The *italic* figures show the effect of my recommendation, which is to exempt altogether 3,203 assessments valued at 20*L.* and under, with a possible maximum loss to the revenue of 284*l.* 5*s.* 6*d.*, of which the actual loss of revenue, after allowing for defaults and exemptions, now made, will not exceed 100*l.*

RETURN OF LAND TAX VALUATION assessed at 2 per Cent.

Assessment.	Taxes.	Number of Assessments.	Average Tax.		
			£ s. d.	£ s. d.	£ s. d.
1 <i>l.</i> 5 <i>s.</i> and under -	6 <i>d.</i> and under -	7	0 0 6	0 3 6	Whole of 240 8 0
1 <i>l.</i> 5 <i>s.</i> to 2 <i>l.</i> 10 <i>s.</i> -	6 <i>d.</i> to 1 <i>s.</i> -	38	0 0 9	1 8 6	
2 <i>l.</i> 10 <i>s.</i> to 5 <i>l.</i> -	1 <i>s.</i> to 2 <i>s.</i> -	193	0 1 6	14 9 6	
5 <i>l.</i> to 7 <i>l.</i> 10 <i>s.</i> -	2 <i>s.</i> to 3 <i>s.</i> -	91	0 2 6	11 7 6	
7 <i>l.</i> 10 <i>s.</i> to 10 <i>l.</i> -	3 <i>s.</i> to 4 <i>s.</i> -	254	0 3 6	44 9 0	
10 <i>l.</i> to 12 <i>l.</i> 10 <i>s.</i> -	4 <i>s.</i> to 5 <i>s.</i> -	75	0 4 6	16 17 6	
12 <i>l.</i> 10 <i>s.</i> to 15 <i>l.</i> -	5 <i>s.</i> to 6 <i>s.</i> -	187	0 5 6	51 8 6	
15 <i>l.</i> to 17 <i>l.</i> 10 <i>l.</i> -	6 <i>s.</i> to 7 <i>s.</i> -	51	0 6 6	16 11 6	
17 <i>l.</i> 10 <i>s.</i> to 20 <i>l.</i> -	7 <i>s.</i> to 8 <i>s.</i> -	223	0 7 6	83 12 6	
20 <i>l.</i> to 22 <i>l.</i> 10 <i>s.</i> -	8 <i>s.</i> to 9 <i>s.</i> -	30	0 8 6	12 15 0	320 12 0
22 <i>l.</i> 10 <i>s.</i> to 25 <i>l.</i> -	9 <i>s.</i> to 10 <i>s.</i> -	142	0 9 6	67 9 0	
25 <i>l.</i> to 27 <i>l.</i> 10 <i>s.</i> -	10 <i>s.</i> to 11 <i>s.</i> -	14	0 10 6	7 7 0	
27 <i>l.</i> 10 <i>s.</i> to 30 <i>l.</i> -	11 <i>s.</i> to 12 <i>s.</i> -	123	0 11 6	76 9 6	
30 <i>l.</i> to 32 <i>l.</i> 10 <i>s.</i> -	12 <i>s.</i> to 13 <i>s.</i> -	4	0 12 6	2 10 0	
32 <i>l.</i> 10 <i>s.</i> to 35 <i>l.</i> -	13 <i>s.</i> to 14 <i>s.</i> -	54	0 13 6	36 9 0	
35 <i>l.</i> to 37 <i>l.</i> 10 <i>s.</i> -	14 <i>s.</i> to 15 <i>s.</i> -	8	0 14 6	5 16 0	
37 <i>l.</i> 10 <i>s.</i> to 40 <i>l.</i> -	15 <i>s.</i> to 16 <i>s.</i> -	73	0 15 6	56 11 6	
40 <i>l.</i> to 42 <i>l.</i> 10 <i>s.</i> -	16 <i>s.</i> to 17 <i>s.</i> -	6	0 16 6	4 19 0	
42 <i>l.</i> 10 <i>s.</i> to 45 <i>l.</i> -	17 <i>s.</i> to 18 <i>s.</i> -	34	0 17 6	29 15 0	305 11 0
45 <i>l.</i> to 47 <i>l.</i> 10 <i>s.</i> -	18 <i>s.</i> to 19 <i>s.</i> -	2	0 18 6	1 17 0	
47 <i>l.</i> 10 <i>s.</i> to 50 <i>l.</i> -	19 <i>s.</i> to 1 <i>l.</i> -	86	0 19 6	83 17 0	
50 <i>l.</i> to 100 <i>l.</i> -	1 <i>l.</i> to 2 <i>l.</i> -	128	1 10 0	192 0 0	
100 <i>l.</i> to 150 <i>l.</i> -	2 <i>l.</i> to 3 <i>l.</i> -	24	2 10 0	60 0 0	
150 <i>l.</i> to 200 <i>l.</i> -	3 <i>l.</i> to 4 <i>l.</i> -	13	3 10 0	45 10 0	
200 <i>l.</i> to 250 <i>l.</i> -	4 <i>l.</i> to 5 <i>l.</i> -	12	4 10 0	54 0 0	
250 <i>l.</i> to 300 <i>l.</i> -	5 <i>l.</i> to 6 <i>l.</i> -	8	5 10 0	44 0 0	
300 <i>l.</i> to 350 <i>l.</i> -	6 <i>l.</i> to 7 <i>l.</i> -	5	6 10 0	32 10 0	
350 <i>l.</i> to 400 <i>l.</i> -	7 <i>l.</i> to 8 <i>l.</i> -	5	7 10 0	37 10 0	
400 <i>l.</i> to 450 <i>l.</i> -	8 <i>l.</i> to 9 <i>l.</i> -	—	8 10 0	—	1,135 10 0
450 <i>l.</i> to 500 <i>l.</i> -	9 <i>l.</i> to 10 <i>l.</i> -	9	9 10 0	85 10 0	
500 <i>l.</i> to 550 <i>l.</i> -	10 <i>l.</i> to 11 <i>l.</i> -	1	10 10 0	10 0 0	
550 <i>l.</i> to 600 <i>l.</i> -	11 <i>l.</i> to 12 <i>l.</i> -	3	11 10 0	34 10 0	
600 <i>l.</i> to 650 <i>l.</i> -	12 <i>l.</i> to 13 <i>l.</i> -	2	12 10 0	25 0 0	
650 <i>l.</i> to 700 <i>l.</i> -	13 <i>l.</i> to 14 <i>l.</i> -	3	13 10 0	40 10 0	
700 <i>l.</i> to 750 <i>l.</i> -	14 <i>l.</i> to 15 <i>l.</i> -	2	14 10 0	29 0 0	
750 <i>l.</i> to 800 <i>l.</i> -	15 <i>l.</i> to 16 <i>l.</i> -	2	15 10 0	31 0 0	
800 <i>l.</i> to 850 <i>l.</i> -	16 <i>l.</i> to 17 <i>l.</i> -	—	—	—	
850 <i>l.</i> to 900 <i>l.</i> -	17 <i>l.</i> to 18 <i>l.</i> -	—	—	—	
900 <i>l.</i> to 950 <i>l.</i> -	18 <i>l.</i> to 19 <i>l.</i> -	—	—	—	1,953 13 0
950 <i>l.</i> to 1,000 <i>l.</i> -	19 <i>l.</i> to 20 <i>l.</i> -	7	19 10 0	136 10 0	
1,400 <i>l.</i> -	28 <i>l.</i> -	1	28 0 0	28 0 0	
1,500 <i>l.</i> -	30 <i>l.</i> -	4	30 0 0	120 0 0	
1,600 <i>l.</i> -	32 <i>l.</i> -	1	32 0 0	32 0 0	
2,000 <i>l.</i> -	40 <i>l.</i> -	3	40 0 0	120 0 0	
2,500 <i>l.</i> -	50 <i>l.</i> -	1	50 0 0	50 0 0	
6,000 <i>l.</i> -	120 <i>l.</i> -	1	120 0 0	120 0 0	
		1,940			

NOTE.—The *italic* figures show the effect of my recommendations, which are as follows:—

- (1.) To except altogether 1,119 assessments, valued at 20*l.* and under, with a possible maximum loss to the revenue of 240 8 0
- (2.) To reduce by one-half 458 assessments, valued between 40*l.* and 20*l.*, at a possible maximum loss to the revenue of one-half 265*l.* 7*s.* 132 13 6
- Total possible loss 373 1 6

of which the actual loss, after allowing for defaults and exemptions, now made, will not exceed 200*l.*

MEMORANDUM by MR. LE HUNTE on the ROAD TAX.

The road tax is collected by the district Government officers twice a year, in February and September, at convenient times and places for the residents in their districts, seven days' notice being given of the officer's coming to collect. The actual period of collection usually extends over two months, at least, for each period. When the officer closes his collection, he returns as defaulters to the Magistrate the names of all those who are on the Road Assessment Register who have not paid, and who have not the option of contributing labour in lieu of money payment, usually known as the "Property Qualification Defaulters." The Magistrate issues a summons, and the case is heard in the ordinary course. The Government officer attends to prosecute. In the absence of the defaulter giving any satisfactory reason for non-payment, he can be fined double the amount of the tax, and costs of summons, 2s., and in default of payment can be imprisoned, with or without hard labour, for the period corresponding to the amount of the penalty, as provided by the Leeward Island Act, No. 10, 1891 (Magistrate's Code). Practically very few "property qualification" cases are now returned as defaulters, as that class of persons now pay regularly.

After the collection is closed, the Government officer proceeds to "call out" those who have the option of contributing labour, and who have not paid in money. These are often erroneously called "defaulters," a survival of the old Road Acts, when everyone who did not pay money was a "defaulter" (care must be taken not to confuse the terms; I have termed those who elect to labour "statute labourers") in all official papers, and the term is gradually being substituted for the old "defaulters." The statute labourers turn out at such places, within 2 miles of their homes, as the Government officer may direct, and are divided into gangs, under a "driver." We, no doubt, lose a great deal by this kind of labour, as the supervision is usually very defective; it depends upon the individual energy and ability of the Government officer, and whether he can personally attend, which is often impossible.

When we have better means at our disposal, a greatly improved system could be adopted.

The labour is either by the day or by the task, equivalent to the scale laid down by the Road Act. When the statute labourers have all "turned out" the Government officer makes a return of all those who have neither paid nor laboured, to the Magistrate, and the same procedure follows as in the case of the others, except that in some cases the Magistrate, in lieu of fining the defaulter, orders him to complete or perform a labour task on the road, with imprisonment in default of the order being duly carried out. As the Magistrates have wide discretion in these cases, so every proper latitude is given by them to encourage and enable persons to pay the tax, without recourse to imprisonment. A medical certificate of ill-health, or a certificate from a minister of religion is always accepted; in cases where the defaulter has been in childbirth, or can produce any satisfactory proof of having been really unable to either work or pay, the Magistrate invariably gives further time for payment, or remits the tax for the period. Cases of permanent inability are recommended to the Governor for exemption, upon receipt of which the name is struck out of the Road Register.

In my own court, when I was a Magistrate, I always recognised any *bond fide* attempt on the defaulter's part to pay, by remitting the costs, 2s., or reducing them to half. In all cases of "first offence" I remitted the costs, the usual decision in other cases was "to pay tax and costs," males 5s. or 10 days' imprisonment, females 3s. 6d. or seven days' imprisonment), with or without hard labour, as I thought right. In cases of persistent neglect to pay, or where an attempt has been made to avoid the payment by a ruse, I used to fine the defaulters an extra shilling, and in the worst cases double the tax, and enforce the maximum imprisonment, 14 days, with hard labour; the tax and fine is often paid before the defaulter reaches gaol.

The effect of the systematic carrying out of the rule which guides the Government officer, "the name of every person who is a defaulter is to be returned," has been to gradually reduce the lists of cases sent to the Magistrates to the really culpable, and the really excuseable defaulters; the amounts collected have gradually increased each period, and the Government officers in the districts report still further increase in this year's voluntary payments, and consequent decrease in cases for the Magistrates' courts.

I may say that before the Road Act of 1888, the collections had fallen to a nominal sum, and, owing to the complicated and defective provisions of the law then in force, no defaulters could be prosecuted. It was only the honest who paid, the rest escaped, a

APP. E. state of things we have successfully overcome, as regards the road tax, by firmness and just leniency.

It was no wonder that the list of defaulters was at first so large, and, as the road cases appear in the "Criminal Statistics," published in the blue books, it would unavoidably give rise to enquiry from those at the head of colonial affairs; as to the cause of the sudden increase in crime, or at any rate increase in prosecutions for crime, and attention is also directed to the very large number of "acquittals," or cases dismissed.

These include all cases of remission by the Magistrate, persons not found (that is who have died or left the island since they were placed on the Road Register). A large number of the latter class always occur in the Road Defaulters' List, for, until the case is called on, it is not known whether the defaulter is absent or otherwise. A very large number of cases summoned are dismissed, or withdrawn by the Government officer, it appearing that the person returned has paid or laboured under another name from that which he is registered. A Dominican usually has two or three names by which he is variously called, and, as the invariable custom amongst the peasantry is for a son to take his father's surname as his own christian name, and a new name for a surname, it is no wonder that the Government officers have great trouble in tracing persons, and fixing them by their names, and where the persons, either by accident or design, give different names on different occasions, numbers of so-called errors must arise; but even this is being carefully reduced by the officers to a minimum in their prosecutions. I attach a return of the persons registered under their different qualifications for road tax in the several districts, and also the average number contributing statute labour. A return of the Magistrate's road cases since 1888 will also be given as soon as it is completed.

G. R. LE HUNTE.

5th December 1893.

NUMBER OF PERSONS liable for ROAD TAX. Income Qualification.

District.	Over 300l., 2l.	300l. and over 150l., 1l.	150l. and over 100l., 15s.	100l. and over 50l., 10s.	50l. and over 25l., 7s. 6d.	25l. and under.		Total.	Number who contributed Labour (Average).		Total.
						Males, 6s.	Females, 8s.		Males.	Females.	
Roseau	No. —	No. —	No. 6	No. 9	No. 26	No. 1,533	No. 2,083	No. 3,657	No. 430	No. 170	No. 600
Portsmouth	—	2	1	8	22	1,161	1,347	2,541	168	239	407
Vieille Case	—	—	1	2	18	616	898	1,535	23	126	149
La Plaine	—	—	—	—	12	865	1,091	1,968	220	507	797
Total	—	2	8	19	78	4,175	5,419	9,701	911	1,042	1,953

NUMBER OF PERSONS paying on PROPERTY QUALIFICATION.

District.	On Estates of 200l. and over, 1l.	Under 200l. and over 100l., 10s.	Under 100l. and over 50l., 5s.	Under 50l., 3s.	Total.
Roseau	No. 40	No. 28	No. 46	No. 181	No. 295
Portsmouth	16	30	41	297	384
Vieille Case	10	1	6	41	58
La Plaine	9	9	12	83	113
Total	75	68	105	602	850

5th December 1893.

G. R. LE HUNTE.

RETURN of PERSONS prosecuted for non-payment of ROAD TAX, 1889 to
30th September 1893.

APP. E.

District.	Year.	Total number of Persons summoned	Number of Persons convicted.	Number of Persons exempted.	Number of Persons acquitted, Charge not proved.	Number of Cases withdrawn.	Total for each District.	Total for Year.
E.	1889	2,809	988	245	32	1,544	2,809	3,806. 1889 (E. and F. only).
F.	"	907	847	126	229	295	997	
G.	"		Record book destroyed by fire.					
E.	1890	2,520	912	299	118	1,191	2,520	3,509. 1890 (E. and F. only).
F.	"	989	413	152	27	397	989	
G.	"		Record book destroyed by fire.					
E.	1891	1,107	519	171	95	322	1,107	1,569. 1891 (E. and F. only).
F.	"	453	238	89	89	87	453	
G.	"		No returns.					
E.	1892	1,115	396	150	132	437	1,115	2,004. 1892 (F., F., and G.).
F.	"	573	224	89	20	240	573	
G.	"	316	141	76	—	99	316	
E.	1893 to 30th Sept.	707	123	72	125	387	707	1,787. 1893 (to 30th September).
F.	"	85	9	29	41	6	85	
G.	"	995	396	82	71	446	995	

7th December 1893.

G. R. LE HUNTE.

RETURN of PRISONERS committed under the Public Road Act, 1889 to
November 1893.

Her Majesty's Prison.

Year.	Male.	Female.*	Total.
1889	62	107	169
1890	164	163	327
1891	100	78	178
1892	66	55	121
1893, to 28th November	39	16	55
Total	431	419	750

* Females were formerly liable to pay road tax but were subsequently exempted, and again made liable in 1888.

28th November 1893.

G. R. LE HUNTE.

No. 15.

MEMORANDUM on INCOME TAX and TRADE LICENCES.

Dominica is the only Presidency of the Colony where income tax is payable. The "General Tax Acts, 1879, 1888," regulated it. These Acts were to have expired in 1890, but have been continued from year to year up to 31st December 1893. The reason for not continuing them for a longer period was that the fiscal changes which the McKinley tariff in America brought about in these islands might very likely necessitate a re-casting of our Revenue Acts. The various Acts are also somewhat confusing owing to the partial repeal of portions of them, and I therefore proposed a Codified Draft Act, copy of which I enclose, which contains no material alteration, and the schedules to which are those in force at the present time.

Not printed.

The Board of Assessed Taxes Commissioners meet every year in April to receive and inspect returns sent in by persons liable to pay income tax. If the return is accepted the person is assessed for the amount returned; if the Commissioners consider the amount returned to be insufficient, they assess the person at a higher income, of which he gets notice and he can appear on a day named and argue the matter before them.

APP. E.

Persons who do not send in returns, and who are *prima facie* liable to income tax, are assessed by the Commissioners and notified in the same way. They are, if finally assessed for tax, subjected to a fine of 5 per cent. additional on the tax (not the income) for not having complied with the law.

The scale of income tax is fixed by law as follows:—

" On incomes of 50*l.* to 100*l.* at the rate of 2*l.* 10*s.* (2½) per centum " per annum.

On incomes of 100*l.* and above, 3*l.* 10*s.* (3½) per centum per annum.

Deductions from income tax are allowable, as against income from landed property, of the amount of land tax paid in respect of such property.

From income tax derived from any trade, for which a trade license has been paid, of the amount of the license.

The effect of the above is that if a person received an income of 400*l.* from landed property he would pay no income tax if the valuation of the property was not under 700*l.*, for the tax on a 400*l.* income would be equalled by the land tax on 700*l.* valuation. Similarly a first class merchant here paying a trade licence of 12*l.* (the highest) would pay no income tax on an income not exceeding 342*l.* derived from that trade. And no merchant here will admit, even upon oath, that he makes more than 342*l.* net profit in any year. There are provisions for calling for books, &c., but practically, in a very small place, it is impossible to enforce this, and the irritation which would be created by making one merchant submit his books to the inspection of his rivals in business would not be worth the amount of tax which might eventually be collected from him.

The only persons whose incomes are directly ascertainable are the public officers and such of the merchants' clerks who are paid fixed salaries, which are known or can be ascertained without difficulty, also a few of the managers and overseers on estates. Some of them, however, who ought to pay their fair share, regularly swear that they do not receive an income of 50*l.*, and there is no means of disproving it.

The Commissioners have thought it right every year to make them come and swear to the fact, but we believe that these cases escape a burden which the much poorer class has to bear.

I attach a return showing the amount of income tax received in 1893, giving the classification of persons who paid it.

Only persons resident in Dominica pay income tax on incomes derived from the island, but if resident the tax is charged on all sources of income whether derived from inside the island or otherwise.

The question of the federal officers paying income tax was raised by the late Judge Pemberton, a resident here, who declined to pay income tax on the ground that he was not liable, but whose tax I deducted from his salary as that of any other officer. The matter was referred to the Crown Law Officer and the Secretary of State, and it was decided that federal officers resident in the presidency were liable, otherwise not. The resident Puisne Judge, therefore, is the only federal officer who pays income tax. It has been argued that the other federal officers should pay income tax on the quota of their salary which is paid by Dominica, but the matter has not been followed up, and I believe it would be difficult to make the point good.

There are certain incomes specifically exempted by law:—

Friendly societies.

Savings banks.

Charitable corporations and societies.

Incomes of ministers of religion are not taxed now, though not exempted specifically by law.

TRADE LICENSES.

These are regulated by the General Tax Act, 1888.

They are issued for one year or any part of a year terminating on 30th June.

Not printed. Application is made on the form enclosed to the Commissioners of Assessed Taxes for the issue to the applicant of a certain class of trade license. The Commissioners meet and deal with the application and assess the applicant for the class of license they consider he should take out. They arrive at this from their general knowledge, from the Treasury books showing average importation by the applicant if he be an importer, or from the report of the district Government officer through whom the application is sent in, and who notes on it the class for which, in his opinion, the applicant should be assessed, and sometimes by personal inspection of the stock, &c.

The Commissioners notify the applicant of the class for which he is assessed. If he is dissatisfied he comes before the Commissioners. Arr. E.

When the applicant is finally assessed the Treasurer or the Government officer issues the license.

No application is necessary for a first-class license, and to facilitate the traders in the country they are allowed to deposit the amount of the license with the Government officer pending the receipt of their assessment notice from the Commissioners.

I attach a return of the trade licenses issued to 30th June 1894, showing the number of the different classes.

Liquor licenses are issued direct by the Treasurer or Government officer---Liquor License Act, 1888.

They expire on the 31st December and are of the following amounts ;—

14*l.* for Roseau retail.

6*l.* in the country.

6*l.* wholesale only, town or country.

Still licenses similarly issued.

License expires on 31st December ; 25*l.*

Present number, 9.

28th December, 1893.

G. R. LE HUNTE.

PROPORTION of INCOME TAX paid by each Class assessed in 1893, for Previous Year, 1892.

Number.	Classification.	Amount Assessed.	Proportion of Assessment.
51	Government officials - - -	£ 280 4 6	57 per cent.
14	Agriculturists - - -	59 5 0	13 "
9	Mercantile clerks, &c. - - -	24 0 3	5 "
2	Bankers - - -	28 0 0	5 "
5	Professional - - -	20 10 0	4 "
4	Mechanics and tradesmen - - -	8 18 0	2 "
3	Pensioners - - -	14 18 10	3 "
5	Private incomes - - -	56 16 2	11 "
93		£ 492 12 9	100 per cent.

RETURN of TRADE LICENSES issued for the Licensing Year, from 1st July 1892 to 30th June 1893.

Nature of License.	Number.	Rate of License per Annum.
First class - - -	6	£ 12 0 0
Second class - - -	9	9 0 0
Third class - - -	2	6 0 0
Fourth class - - -	10	3 0 0
Fifth class - - -	24	1 10 0
Sixth class - - -	139	1 0 0
Hucksters - - -	117	0 15 0
	307	—

Liquor Licenses—Country - - - - 64 @ 6*l.*

 Roseau - - - - 16 @ 14*l.*

Still Licenses - - - - 9 @ 25*l.*

28th December 1893.

G. R. LE HUNTE.

LIST OF PUBLIC OFFICERS IN DOMINICA.

(Exclusive of Subordinates in Police, Prison, Hospitals, and Bailiffs.)

Office.	Name.	Native of	Date of Appointment.	Salary.	Religion.
COMMISSIONER :					
Commissioner	Le Hunte, G. R.	Europe	7th October 1887	£ 600 0 0	Protestant.
Clerk	Viret, A. P. (acting in Treasury vice Lockhart).	Dominica	15th April 1886	70 0 0	"
" (Acting)	Holme, E.	Europe	15th February 1892	50 0 0	"
LEGISLATURE :					
Clerk	Pinard, J. A.	Dominica	2nd December 1881	50 0 0	Roman Catholic
TREASURY AND CUSTOMS :					
Treasurer	Porter, W. H.	St. Kitts	29th July 1889	300 0 0	Protestant.
Government Officer	Lauder, C. R.	Dominica	1st June 1889	160 0 0	"
" "	Lockhart, N. (Acting Commissioner, Tortola).	"	" "	150 0 0	"
" "	Trail, J. W. (Clerk, Treasury).	"	4th July 1891	100 0 0	Wesleyan.
" "	Seignoret, G. B. (Clerk, Treasury).	"	1st January 1893	60 0 0	Protestant.
" "	Winston, J. H.	"	31st July 1888	150 0 0	Roman Catholic.
" "	Robinson, A.	"	" "	150 0 0	" "
" "	Green, E. R.	"	19th November 1891	150 0 0	" "
Clerk to Government Officer, Roseau District.	Blanchard, E. P.	"	January 1889	70 0 0	" "
Clerk to Government Officer, Portsmouth District.	Seignoret, W. J.	"	1st April 1891	60 0 0	Protestant.
JUDICIAL :					
Registrar and Provost Marshal.	Musgrave, C.	Antigua	7th July 1892	250 0 0	"
Interpreter	Pinard, J. A.	Dominica	May 1886	25 0 0	See Legislature.
First Clerk, Registrar's Office.	Seignoret, C. A.	"	10th October 1892	70 0 0	Protestant.
Second Clerk, Registrar's Office.	Dupigny, E. G. M.	"	1st February 1892	60 0 0	"
Magistrate, District E.	Coull, W.	Antigua	17th August 1882	300 0 0	"
" " F.	Roper, W. H.	Dominica	17th April 1893	230 0 0	"
" " G.	Garraway, R. F.	"	" "	250 0 0	"
POLICE :					
Inspector of Police	James, G. F.	Europe	November 1886	200 0 0	"
PRISON :					
Gaoler	Skinner, J.	"	7th July 1893	100 0 0	"
MEDICAL :					
Medical Officer of the Public Institutions.	Nicholls, H. A. A.	"	February 1880	300 0 0	"
Medical Officer, District A.	Williams, W. R.	"	June 1881	250 0 0	"
" " B.	Cookman, N. G.	"	19th March 1892	250 0 0	"
" " Windward	Senhouse, S. L.	Barbados	20th October 1892	200 0 0	"
Medical Officer, Lasoye District.	Earl, N. S.	Europe	12th July 1892	200 0 0	"
Dispenser, Infirmary	Meltz, A. M.	Dominica	December 1882	60 0 0	Roman Catholic.
Matron	Johnstone, J.	"	August 1889	50 0 0	Protestant.
Master, Poor House	Ludovic, A.	Martinique	{ January 1882	80 0 0	Roman Catholic.
" Yaws Hospital			{ March 1879		
EDUCATION :					
Sub-Inspector of Schools	Roper, W. H.	Dominica	17th August 1882	70 0 0	See Judicial.
Superintendent, Training School.	Green, H. F.	Europe	1st January 1893	150 0 0	Protestant.
BOARD OF HEALTH:					
Secretary	Viret, A. P.	Dominica	August 1884	30 0 0	See Commissioner.
Quarantine Officer	Lockhart, N.	"	"	30 0 0	See Treasury.
POST OFFICE :					
Postmaster	Fadelle, F.	"	17th April 1893	100 0 0	Protestant.
Clerk	Sharpe, G. A.	"	1st January 1893	40 0 0	"
PUBLIC MARKET:					
Clerk	Seignoret, C. A.	"	10th October 1893	12 0 0	"

Office.	Name.	Nature of	Date of Appointment.	Salary.	Religion.
PUBLIC WORKS :					
Colonial Engineer	- Vacant	-	-	-	-
Clerk	- Pinard, J. A.	- Dominica	- 4th July 1891	- 75 0 0	- See Legislature.
Botanical Station Curator	- Jones, J.	- Europe	-	- 150 0 0	- Protestant.
RESIDENT FEDERAL OFFICERS :					
Second Puisne Judge	- Danavall, J. M.	- St. Kitts	-	- 800 0 0	- "
" " Acting	- Beard, C. H.	- "	-	-	- Roman Catholic.

ABSTRACT.

Native of	Protestant.	Roman Catholic.
Europe	10	—
Barbados	1	—
Antigua	2	—
St. Kitts	1	—
Dominica	14	6
Martinique	—	1
Total	28	7

13th December 1893.

G. R. LE HUNTE.

No. 17.

LIST OF MAGISTRATES, DOMINICA.

Name.	District.	Salary.	Residence.	Previous appointments and date of present appointment.	Parishes included in District.	Places where Courts are held.
W. Coull	F. From Point Michel in St. Mark (south limit) to Grand Savanna in St. Joseph (north limit).	300l.	Roseau.	2nd Clerk, Governor's Office, Antigua, 1878; Magistrate, District E., August 1882.	Roseau, St. George, St. Luke, St. Paul, St. Joseph.	Roseau. (once a fortnight.)
W. H. Koper	F. From St. Marie in St. David (north limit) to Soufrière in St. Mark (south limit).	230l. and 70l. as Sub-Inspector of Schools, total, 300l.	Pt. Mulatre on S.E. Coast.	Appointed Sub-Inspector of Schools August 1882; Magistrate, District G., July 1890; transferred to District F. April 1893.	St. David, St. Patrick, N. St. Patrick, S., St. Mark.	Rosalie monthly, Pelicé monthly, Pt. Mulatre, monthly, Geneva, fortnightly, Soufrière, monthly.
E. P. Garraway	G. From Coulibistrie in St. Peter (south limit) to Hatton Garden in St. David.	250l.	Portsmouth.	Postmaster, Roseau, June 1881; Acting Magistrate, District G., April 1893.	St. Peter, St. John, St. Andrew.	Colihaut, monthly, Portsmouth, weekly, Wesley, fortnightly.

No. 18.

MEMORANDUM ON WEIGHTS and MEASURES, by Mr. Le Hunte.

The inspection of weights and measures is regulated by the Federal Acts, No. 4, of 1872, and No. 1 of 1884.

Under the first-mentioned Act, an Inspector of weights and measures is appointed for each Presidency, whose duty is set out in section 13, "to examine all weights, &c., and to compare them with the standards, and when found correct to stamp them," "and the fees to be paid to the Inspector for such examination shall be according to the scale in the schedule."

The scale of fees is given in the schedule "for examining, comparing, and stamping all weights, &c."

Whether it was the intention of the Act or no, this has been held to mean that the Inspector is entitled to the fee every time he inspects and compares a weight or measure, whether it has been inspected and compared before or not.

APP. E.

The Inspector's fees under the above average here about 80*l.* per annum.

By Act No. 1 of 1884 the Governor in Council is empowered to fix the times and places at which compulsory inspection of weights and measures is to take place, and to make byelaws for regulating the duties of the Inspectors.

It has been held that the byelaws cannot affect the question of fees payable under the principal Act.

Under the first set of byelaws, the following times and places were fixed by the Governor in Council in Dominica twice a year, viz. :—

At the police station at—

St. Joseph	} 2nd week in March and July.
Colihaut	
Portsmouth	
Souffriere	4th week in March and July.
Rosalie	1st week in April and October.
Wesley	} 2nd week in April and October.
Vieille Case	

to which was subsequently added—

Fort Young, Roseau, 1st to 15th June, once a year.

It will be seen that Rosalie was the only place between Souffrière and Wesley where the inspection took place, and the people of the Windward side of the island who had to take their weights and measures twice a year very long distances, and pay the fees for the examination on each occasion, complained greatly of it. The complaints from the other parts of the island were more against the constant payment of the fees as the distances were not so great in their case. The matter was finally dealt with by an alteration of the byelaws and the law which recently passed, repealing the former ones, provides that the inspection (compulsory) shall be only once a year, and at every police station in the island.

There is also an amending Act now before the Federal Legislature, empowering the Governor to appoint several Inspectors for any Presidency, which will enable the district Government officers to be appointed, and abolishing the payment of a fee for weights and measures which have already been stamped, and which on examination are found to be correct.

By these two changes the causes of complaint will be removed.

The actual method of inspection is, that when the Inspector has notified the day on which he will attend to examine weights and measures, the traders bring their weights and measures which are examined and compared, and adjusted by the Inspector if incorrect, and, if necessary, stamped by him. Complaints have been made that measures have been stamped over and over again till they were damaged, but the Inspector told me that there was no truth in this. Under the new byelaws he is not to re-stamp a measure if it is once stamped and is subsequently found to be correct.

I attach copies* of the old and new byelaws.

Persons are liable to be prosecuted for not attending with their weights and measures at the time and place appointed.

A test case was tried at Rosalie by me when I was magistrate, Mr. Johnson having refused to send his distillery gauging rod to the police station for examination (it had been examined several times). He was fined, and appealed, but the appeal was disqualified by the Supreme Court.

23rd December 1893.

G. R. LE HUNTE.

No. 19.

MEMORANDA by Mr. LE HUNTE on the LAW of LAND TENURE and on the SURVEYS of the ISLAND.

Law of Land Tenure, &c.

The tenure of lands in Dominica, as far as law goes, is governed by the same laws relating to real property as in the other islands of the Colony, which is the ordinary English law on the subject.

2. The law of inheritance is regulated by Federal Act, No. 8 of 1872, entitled "An Act to establish one uniform law of inheritance."

As in England, a man can devise his estate, unless, of course, it be a life interest only, to anyone he likes; if he dies intestate, it passes to his heir-at-law.

* Not printed.

3. Real estate is subject to dower if the marriage took place before 1877. In Dominica, owing probably to the strong French influence on the character and customs of the people, it is commonly the custom for a testator to devise his real estate to his children (subject usually to the widow's life interest) in undivided shares or interests, creating a joint tenancy.

This leads to an immense amount of petty litigation amongst the peasantry and small proprietors. In my own experience more money is often spent in a year in trespass suits and prosecutions for larceny between the co-owners of small cocoa or lime patches, I cannot call them "estates," than would suffice to pay the taxes three or four times over and keep the belligerents in comfortable circumstances. The only way of settling the family dispute is by a mutual agreement to partition the estate; but to do this it is often necessary to have the boundaries surveyed so that the several parties can obtain their separate titles. The want of a surveyor* here has been for a long time very greatly felt by the public and the Government; and if there were one I have no doubt a great deal of the irritation against the Government which is fermented by the private family land squabbles would disappear. And in many cases the land tax is lost now owing to the fighting between co-owners—none of them being willing to pay for the whole, though each would pay for his own share, if separate.

4. A great deal of land in Dominica is held or cultivated by tenants on the "share system," which I have elsewhere explained, or at least the outlines, for it is not uniform in its details throughout the country. There is not much of this in the other islands, except at Nevis. In St. Kitts it is confined merely to the annual sugar crop in the few cases where it obtains.

In Antigua it is probably not in existence.

5. Labourers' cottages and garden lots are usually held on condition of one or more day's labour being given to the estate by way of rent for the holding.

6. The holder of a Crown grant in fee now receives in exchange a certificate of title, under the Titles by Registration Act, which is indefeasible and which forms the basis of all subsequent transactions. In other cases, the applicant for a certificate of title has to prove his title by deeds of conveyance, &c. in the ordinary way to the judge of the Supreme Court, who directs the issue of the certificate.

Applications for certificates have to be advertised, and any adverse claimant can lodge a "caveat" against the issue of the certificate. In the event of a contest the matter is adjudicated upon by the Supreme Court in the ordinary way.

6th December 1893.

G. R. LE HUNTE.

SIR,

Dominica, December 23, 1893.

In compliance with your Honour's request, I beg to state, for the information of the Royal Commissioner, that the records kept in my office of titles to land are incomplete, and do not show the actual number of the holders of such titles in the Island.

Up to the year 1886, when the Title by Registration Act was passed, all titles to land were copied verbatim in volumes kept for this purpose in the Registry Office, but as it was not compulsory on the owners of properties to record their titles there were a good many holders of titles who never recorded them, some to avoid the recording fee of 9d. per folio, and the stamp duty on the consideration mentioned in the deed, and others thinking there was no necessity for doing so.

The deeds recorded are in a fair state of preservation as far back as the year 1775, but there is no list kept of properties so registered.

In 1886 the Title by Registration Act came into force which provided that all future titles to land under this Act should consist of certificates of title, they being indefeasible.

The procedure to obtain certificates is as follows. On request for certificate being presented to Registrar of Titles, he advertises the request in the Official Gazette and in one or two of the local newspapers, and at the expiration of 14 days from the issue of the first advertisement the Registrar of Titles submits the request and the documents on which the application is based to the judge, who, after being satisfied that the applicant is the owner of such land, makes his fiat for issue of certificate to applicant.

The certificates are printed on parchment and are issued in duplicate by the Registrar of Titles, one being handed to the applicant, and the other retained in the Registrar's office, the certificates so retained being numbered and bound together in books provided

* The late Surveyor-General, Mr. Blanc, who died in February 1893, was unable from ordinary natural causes attending his age to do survey work in the country for some years before his death.

APP. E.

for the purpose. In case a registered proprietor wishes to transfer his title to anyone else, he executes a memorandum of transfer in favour of the transferee, and the Registrar of Titles cancels his certificate and issues a new one to transferee.

Certificates of title are also granted by the Registrar of Titles (if applied for) to Crown grantees in lieu of grants free of costs. In order to provide a fund to indemnify any claimants, who may be found by the Court to be damaged by issue of a certificate of title, a sum equal to $\frac{1}{2}$ d. in the pound of the price declared in the request to have been paid for land is charged the proprietor in addition to the ordinary fees and stamp duty paid on certificates.

This fund is called the Assurance Fund, and is kept separate and apart from the other funds and moneys of the Government.

There have been about 150 applications under the Act, about 120 of which have been granted, but there are a good many owners who adopt the old course of recording conveyances, which is allowed under the Act, though such documents are treated in a court of law as mere contracts.

In consequence of the difficulties of survey in this island, and in order to protect Crown and adjoining lands, the judge, on granting a certificate when there is no plan put in, directs that before certificate is issued the following marginal note be endorsed, "This certificate is not conclusive as to extent or boundaries."

At any time before the issue of certificate of title anyone having any claim against property, or on whose land any encroachment has taken place, can enter a caveat forbidding the issue of the certificate of title, and the matter coming before the judge in chambers, he either sustains or discharges the same.

A mortgage may be created and constituted over any land by noting of the same on the certificate of title by Registrar of Titles, and on the mortgage being discharged the Registrar of Titles cancels such noting of mortgage, and with regard to mortgages not brought under the Act, they are recorded in the same manner as conveyances, and may be foreclosed by process in a court of law. There are very few such mortgages recorded.

I have, &c.

(Signed) C. MUSGRAVE,

Registrar.

His Honour the Commissioner,
&c. &c. &c.

COPY of MINUTE to the Colonial Secretary *re* Survey of Crown Lands.

HON. COLONIAL SECRETARY,

It appears to me that until there is a general plan, showing accurately what Crown lands have been sold up to the present time, there is no guide at all by which one can tell whether persons are trespassing on Crown lands.

Instead of a systematic record, a reference to which would at any moment show whether land is Crown or private property, the Government has to rely on the private note-books and personal knowledge and recollection (both, I may say, very extensive) of one person, the present Surveyor-General and Colonial Engineer. The diagrams of the grants have been recorded in most instances, but there is no attempt to collate them or transfer them to a plan in the Crown Land Office. The ordinary work of a Crown surveyor's office was apparently never performed.

I am informed, moreover, by Mr. Blanc and Mr. Latouche that during Lieutenant-Governor Freeling's administration, the rule of compulsory registration was suspended for about three years, and consequently no dependence can be placed on the records, such as they are, for, on proceedings having been taken in certain cases against persons for trespass on Crown lands, they tell me they produced deeds of which there was no record at all in the office.

With regard to the present, I think that, in the interest both of the Crown against trespassers and in justice to *bona fide* purchasers, means should be taken to have lands applied for surveyed without unnecessary delay. The difficulties to contend with at present are that the Surveyor-General is hardly available for the purpose, and it would be too expensive to specially employ a surveyor from elsewhere. The question will have to be taken in hand if any improvement is desired. As regards the work of the Crown Lands Office, I consider that it is in very good hands. Mr. Latouche has reduced the papers to something like order. He is a most careful superintendent, and if the survey and subsequent steps necessary to the issue of grants were accelerated, there would be no difficulty in working the Crown Land Department.

But the fundamental evil appears to be the want of a reliable record of what is actually Crown land, and it seems to me almost incredible that the matter has been allowed to reach such a point that in Mr. Blanc's absence the sale of Crown lands is practically impossible.

The question of issuing Crown lands to small holders is one on which opinions are divided here as elsewhere; the people of this Island, taking them as a class, have not sufficient capital to utilise large portions of land, and, indeed, at the present time, when the maximum is 20 acres, when a person desires to obtain Crown land he frequently gets others to join him, and the grant issues to them all as joint purchasers; and where the minimum is fixed at any large area, and the grant issued only to one purchaser, the custom of dividing estates in joint tenancy, or tenancy in common, which is, I may say, the rule here, would soon have the effect of subdividing the freehold purchased from the Crown into little spots of cultivation. In my opinion, the people should be encouraged to purchase small holdings from the Crown. At present, as Mr. Latouche points out, they frequently hold them without its knowledge. As efforts are being made to encourage fresh settlers, it would probably be worth while to give free grants of limited area on condition of cultivation of certain products, and larger grants on easy terms. It would probably not be practicable to lease Crown lands—men with money would not take them, and the cost of cultivation and proceedings for the rent from those without would leave small margin of profit.

If the Crown lands are ever sold to any large extent, I think it would be wise to compel the investment of the purchase-money, the interest alone being available for revenue purposes. Even on the diminutive scale of this place, the interest on accumulated proceeds of Crown land sales would have now become a material assistance to us. The result of having utilised capital for meeting convenient calls on income has naturally resulted in the total disappearance of the Crown Land Fund, although no doubt in each case at the time there was the most careful intention not to allow it to be made a precedent.

I have, &c.

(Signed) G. R. LE HUNTE,
Pres

December 13, 1888.

Mr. LE HUNTE,

Would you kindly add a note explaining how this matter now stands.

R. G. C. H.

December 28, 1893.

THE ROYAL COMMISSIONER,

In 1892 an attempt was made to carry out a collated survey plan of the island, and large maps were ordered from the Crown Agents, and Mr. Blanc, with Mr. Pinard for his assistant, commenced writing up a "Domesday Book." But Mr. Blanc's attention to this work was again interrupted by his having to take up engineering work in or near Roseau and the works at Portsmouth and Melville Hall, and then he became too ill to attend to it at all. When he died, February 1893, his diagrams and survey notes relating to private properties, and which were his own property, were taken to Guadeloupe by his widow.

The Governor asked the House of Assembly to grant a sum of 100*l*. to the widow in consideration: 1st, of the death of an officer of long service who had not had the benefit of a pension; and 2nd, of the transfer to the Government of all the private survey notes, &c. in his possession, which she was quite willing to hand over to us.

The House, however, did not vote the grant on the ground that they had refused to do so in other cases of officers dying, and they also thought that the survey notes were really public, not private property; but it is very doubtful if they could be claimed now as such, for unfortunately the Surveyor-General was paid by fees, not by a salary.

It is difficult to estimate the gravity of the present situation, for it practically means a re-survey of a great portion of the Island in order to find out the Crown lands.

Apart from the question of the interest of the Government in the Crown lands, there is that of private parties, who are unable to settle any land disputes or effect a partition of a common estate, which, as I have elsewhere said, is a very common form of devise here. Much real irritation would cease if this much-felt want could be supplied; and, as I have also said, in many cases we should get a tax paid by present joint owners of an estate if they could get their several portions surveyed and get a certificate of title for them, but instead we lose the tax because the co-owners are squabbling, and so no one will pay.

APP. E.

I do not think that a further proof of the absolute necessity of a surveyor here can be adduced than the fact which has also already been mentioned, that the judge of the Supreme Court, in granting certificates of title which are indefeasible by law, has had to add the endorsement that they are "not conclusive as to extent or boundaries." It is a very serious thing that these go out into the hands of business men abroad, who own or are interested in estates here.

I would again very strongly urge the appointment of a proper surveyor, and the establishment of a land office under him; and all matters affecting either Crown or private land should pass through that office. It would not interfere with the registry of title under the Supreme Court.

Mr. Blanc's note-books should also be purchased. There is no superintendent of Crown lands now. When I came here it was in Mr. La Touche's hands. After he left, his successor, Mr. Edwin Baynes, now in Antigua, was superintendent. After Mr. Baynes left, the Governor put Mr. Blanc in charge, 1892, but since Mr. Blanc's death there has been no official head of the Crown Lands Office, all applications respecting them have been forwarded to Antigua.

The Crown lands have always been dealt with directly by the Governor. Lord Gormanston and Mr. Gatty, then Attorney-General, took great trouble in getting the records in order, and dealing with outstanding cases.

28th December 1893.

G. R. LE HUNTE.

SURVEYOR-GENERALS of DOMINICA since 1850.

1849. W. B. Lynch, Assistant Surveyor-General.

1853. J. Finlay, Surveyor-General.

" P. Letang, Assistant Surveyor-General.

1855 }
to } J. Fitzpatrick, Surveyor-General.

1862. P. Letang, Surveyor-General.

1864. G. B. Blanc, Surveyor-General. He was away in Antigua and Nevis on engineering work in 1887 when I arrived, and after his return he did very little survey work; but some surveys were made up to 1890, when he had to give it up from failing health. But, practically, I am right in saying that the bulk of the people requiring surveys have not been able to get them for at least five years, and I think I am understating it.

There was a licensed surveyor, J. F. Allen, working for private parties from 1884 to 1886. His diagrams for certificates of title were subject to the revision and certificates of the Surveyor-General, Mr. Blanc, and as the Surveyor-General's fee was payable in addition to the surveyor's charge people did not employ the latter.

G. R. LE H.

No. 20.

MEMORANDUM by TREASURER of the DATES at which the several TAXES, LICENSES, &c. fall due.

Land tax	-	-	1st instalment, April 1st to May 15.*
"	-	-	2nd " October 1st to November 15th.
Road tax	-	-	1st contribution, February 1st to 28th.*
"	-	-	2nd " September 1st to 30th.*
Income tax	-	-	April 1st.
Water	"	-	February 1st. (By a custom which has obtained for a number of years the tax is paid in March instead.)
Auctioneer License	-	-	Expires on 31st December.
*Boat	"	-	February 1st. Expires 31st December.
Dog	"	-	January 1st. " "
Gunpowder	"	-	Annual, from date of issue.
*Horse	"	-	January 1st. Expires 31st December.

* The dates given above for closing the collection of land and road taxes were fixed by orders to the Government officers so as to avoid the confusion which delay in returning defaulters caused at first, when the lists for one period were not sent in till the second period had become due; but practically the lists are not closed till end of May and November.
12th December 1893.

G. R. LE HUNTE.

Liquor and still License - January 1st. Expires 31st December.
 Porter " - February 1st. " "
 Trade " " " " "

APP. E.

Licenses issued during the year are charged pro rata from the 1st day of the current quarter to the 31st December.

Water rates - - 1st January and 1st July.

W. H. PORTER.

No. 21.

NOTES by Mr. LE HUNTE for the Information of intending SETTLERS in DOMINICA.

1. Good land already cleared is obtainable in small quantities, but in most cases it consists of small, half abandoned estates, formerly cultivated in cane; the price varies from 10s. to 30s. per acre, and a considerable outlay would be required to restore such an estate to its proper condition.

In many cases there is great difficulty in readily obtaining a certificate of title.

All the level lands and valleys on the southern, western, and northern coasts are rich and particularly suitable for the cultivation of bananas, cocoa, limes, Liberian coffee, oranges, nutmegs, cinnamon, black pepper, arrowroot, and other staple produce.

The slopes of the mountains on their lower ranges are also suitable for the growth of cocoa, Liberian coffee, kola nuts, nutmegs, and oranges, and the higher mountain slopes are a perfection of land for the cultivation of Arabian coffee.

Very good land can be found also in the valleys and backlands on the eastern and windward side.

The amount of land that can be cleared and planted in a year depends almost entirely upon the condition of the land, and the quantity of labour employed; to give an approximate estimate, say 20 labourers would clear and plant 20 to 30 acres of forest land in a year, at a cost of 3*l.* to 4*l.* per acre; 20 labourers would plant and keep clean 50 acres of land already cleared at a cost of about 150*l.*

Bush land can be cleared for banana cultivation at 25s. per acre; it can be planted out with bananas and pineapples at 3*l.* to 4*l.* per acre. The first year's produce of bananas can fairly be calculated at 300 bunches, and pineapples at 2,000.

The following year the return of bananas may safely be calculated at 400 bunches, and the pineapples at the same, 2,000.

Should it be desired to plant for permanent produce, instead of pineapples cocoa trees can be planted amongst the bananas at a cost of 3s. per acre; they will commence to yield in their third year, and will be in full bearing in their sixth year.

In the meantime a good return from the bananas can be calculated upon for about four years, after which they will have to be removed to allow the cocoa to expand.

If limes, or Liberian coffee, are chosen instead of cocoa to be planted amongst the bananas the first cost will be the same, and they will bear about the same time.

The cost of keeping the cultivation in order will be about 2*l.* per acre annually until the permanent crops are in full bearing, when the expenses of maintenance will be much reduced as the trees will then cover the ground.

Bananas can also be planted and depended upon as a remunerative crop on the lands intended to be devoted to oranges and spices; but when it is intended to grow arrowroot the land must be devoted exclusively to this product.

On lands specially selected for pineapples, 2,000 can be grown to the acre, and the cost of cultivation and maintenance will be 8*l.* 13s. annually.

With cocoa cultivation a return of 100 lbs. per acre may be calculated upon at the third year, increasing annually up to 400 lbs. per acre the sixth year; the cost of the best kind of cocoa shed for drying and curing, 20*l.*-25*l.*

With lime cultivation, calculating at 200 trees per acre, each tree would give when in full bearing one barrel; a barrel of limes yields eight gallons of juice, 10 gallons of raw juice, and one gallon of concentrated juice, and about 4 per cent of essential oil.

In the cultivation of Liberian coffee each tree will produce one bushel of berries at 300 trees to the acre. One great advantage of the Liberian coffee cultivation on suitable land is, that the crop continues for many months in the year, and makes no sudden demand for large and unusual labour gangs at special periods. The produce is also more easily handled and got ready for the market than either cocoa or limes.

On a large portion of the land planted out "catch crops," such as Indian corn, mush mallow, cassava, and other things may be grown which will pay a considerable proportion of the initiative expenses.

It must also be borne in mind that the wood cut from the land that is cleared has a value as firewood for exportation to Barbados and elsewhere, about sufficient to pay the cost of clearing woodland and heavy bush.

Limes, oranges, and cocoa are all readily raised from seed which can be purchased locally.

Plants can be obtained from the Botanical Station in Roseau :

	s.	d.
Orange plants	2	0 per 100.
Cocoa "	2	0 "
Limes "	1	6 "
Banana shoots, about	4	0 "

In this case the plants would be from selected varieties grown under professional supervision.

Market can always be found for cocoa, lime juice, and oranges. We hope shortly to secure permanent regular steam communication with America for the fruit trade, especially in bananas, for which there is increasing demand in the States.

Labour can usually be obtained, but it is not of the best kind. Ordinary labourers' wages are for men 1s., women 9d., and children 6d. per day; carpenters, masons, &c., 2s. 6d. per day; a working week is five days; rangers' wages 1s. 6d. per day.

Land is not rented from the Crown at present with option of purchase, but possibly such an arrangement could be made.

The upset price of Crown land is 10s. per acre, and if Crown land be purchased to the value of 50l., the money can be paid in instalments extending over four years.

Survey fees, 30 acres and under, 5l.

" over 30 acres and under 60 acres, 10l.

" over 60 acres, 5s. per acre.

Fees for grant and registration, 1l. 7s

The Government are not desirous of selling Crown land in small blocks.

Land tax, 2 per cent. on the assessed value of the land (usually from 50 to 75 per cent. of actual value).

With capital of less than 2,000l. it would not be advisable to take up more than 200 acres, but if possible the land should be selected in a locality where further extension might be made in course of time as resources allow.

If a new comer did not object to possible discomfort he could easily manage to board in the vicinity of the land he takes up.

There is a fair boarding-house in town, charge 8s. 4d. per day, the rate of private boarding in town is about 5s. per day, in the country less.

A four-roomed bungalow of imported timber would cost, say, 150l., plus carriage, depending on locality.

A house built of country timber in a forest locality would cost about 120l.; local carpenters (not very good) are obtainable.

Supplies of food and clothing can be purchased locally. The best articles for clothing are good flannel and light serge or tweeds.

There is also a fortnightly parcel post from England.

A good strong umbrella and a strong but light waterproof are necessities, also a good pony saddle well stuffed, and a thick saddle cloth; the ponies here are small but strong, but rather apt to get sore backs.

Maize is grown in small quantities in some parts of the Island; oats, &c. are imported.

The Government is endeavouring to improve the communication between the various parts of the Island by the erection of bridges and reforming roads.

Arrangements are being made for a steamer being provided for the purpose of continuous steam communication round the Island.

There is a weekly communication between the towns of Roseau and Portsmouth, and during the sugar crops cargo steamers call at various places on both the Windward and Leeward sides of the Island.

The climate of the Island is very good for the tropics, the temperature very equable throughout the year, mean temperature ranges at 9 a.m. 80°, night 75°. The rainfall varies with the locality, total rainfall for 1891 was 80.89.

Owing to the porous nature of the soil and other favourable circumstances, there is a very remarkable absence of damp, and articles which usually deteriorate rapidly in other places from the effects of damp are but little effected here.

There is also an unusual freedom from the annoyance of flies, mosquitoes, and other common insect pests.

The small termite, known locally as the "wood ant," is a serious nuisance, as the damage it causes to wooden buildings is often difficult to discover, and even when found to prevent or resist; a sufficient margin must therefore be calculated for repairs and upkeep of buildings on an estate. App. E.

G. R. LE HUNTE.

No. 22.

MEMORANDUM by Government Officer, J. H. WINSTON, Portsmouth District, to His Excellency Sir ROBERT G. C. HAMILTON, K.C.B., Royal Commissioner.

Subject :

EMIGRATION, LAND and HOUSE TAX, ROAD TAX, INDIRECT TAXATION, and CULTIVATION of COCOA, LIMES, and other minor industries.

Revenue Office, Portsmouth,
December 16, 1893.

A great deal of political agitation has been noised about for the past few years, and up to the present time, relative to the incidence of taxation and its weighty burthens, as seriously affecting a certain class of people, who are being crushed to such an extent as to cause them to leave this island, thereby creating an enormous depletion in an already sparse population. This is totally at variance with truth, as the following facts (and they are stubborn ones) will prove.

These people migrate to the gold fields of Venezuela, and French Guiana, Cayenne. The "gold fever" from Venezuela first infected the town of Roseau about 25 or 26 years ago, and, since, persons principally artisans and other tradesmen left for the gold mines of that country. A year or two after some of these people returned to this land, clad in fine clothes; gold watches and chains hung on their vests with other trinkets attached, gold rings upon their fingers, fine boots, hats and umbrellas, and crowning all was the leathern satchel slung across their shoulders representing a well stocked bag of cash "like Jack's proverbial bag," and like this historical bag the wolves and hyenas settled upon it and made a quick finish of it. These returned miners carried on and lived a life of the greatest debauchery and dissipation for a short time, sold off their gold watches and other trinkets, and again left for the mines; meanwhile, such tales were spread throughout the country of the fabulous fortunes that could be realized at the mines, that the stories of the "Arabian Nights" were completely put into the shade.

At that time the sugar industry began to show unmistakeable signs of complete failure, and instead of a small peasant proprietary class turning their attention to other industries, they sold off their stock and betook themselves to the mines, to go and return to their native land, and do just as the other returned miners did, totally abandoning their lands. By the pernicious example set by these returned miners, the "great exodus," we hear of took place, and which unfortunately continues up to the present moment. Our people, hitherto a non-migrating class, began to imbibe nomadic habits, their sole ambition being to return to their country with a gold watch and chain, fine clothes, and a well stocked bag, to do as the rest did. Like the exception to every rule, we have very few instances where these people settle down and do good.

It is therefore unreasonable and absurd that it should be said, that, from the pressure of the land and house tax, the people were leaving the country in crowds, when many, many years before its inception such a state of things existed.

The LAND and HOUSE TAX.

There can be no doubt upon this subject, that this tax requires in a great measure some revision and re-adjustment from knowledge of competent commissioners and assessors; unfortunately some demagogues have stepped upon the scene, and with their bad advice have succeeded in their wicked designs, by inducing these ignorant people to resist and disobey the mandates of law and order before the necessary re-adjustment could take place.

The road tax ever since its inception has been an unpopular tax, but the people nevertheless pay it, always, however, with a groan. This goes to prove that they are not at all suited to "direct taxation."

DIRECT and INDIRECT TAXATION.

The people cannot be made to understand the difference between direct and indirect, and where they would grumble and resist a halfpenny of direct taxation they would, and

APP. E. could, pay pounds of indirect taxation. I would suggest that a clever and well-devised measure be substituted for the land and house tax, by making a thorough investigation into the statistical items of exports, and, upon a sliding scale, let all be taxed and suitably so, to cover the amount that could be collected upon valuation of the country.

CULTIVATION of COCOA and LIMES, and other minor industries.

Much disappointment has been experienced in the cultivation of these commodities, owing to the belief that the land being so fertile and productive that whatever is sown in it must grow, and give, as a result, without the aid of creole or artificial manure, most abundant returns. It is only but recently that the mistake has been discovered by one "bigger man," who all along cultivated under this erroneous belief. Had this system of cultivation been carried on in former years by that class of people the "smaller men" would have followed the example, and a more satisfactory state of things would decidedly have been the actual result at this period. The land of this island is most fertile and productive as a fact, but fertility and productiveness in certain localities should always be aided by creole and artificial manure.

J. H. WINSTON.

No. 23.

LIST of DATES on which MEETINGS of the EXECUTIVE COUNCIL have been held in DOMINICA from 1890 to 1893.

Year.	Date.	Year.	Date.
1890 - - -	5th March. 13th March. 6th May. 9th June. 24th June. 8th December.	1893 - - -	18th April. 6th May. 15th May. 24th May. 29th June. 30th June. 26th July. 30th August. 11th September. 26th September. 4th October. 9th October. 24th October. 31st October.
*1891 - - -	2nd March. 3rd March. 1st August.		
1892 - - -	28th October.		

* The Hon. W. McIntyre died in February 1891, after which the only two resident members in the Island left were the Commissioner and the Hon. W. Stedman.
The Hon. L. A. Giraud was appointed in February 1893.

2nd December 1893.

G. R. LE HUNTE.

PART II.

CORRESPONDENCE

RELATING TO

SIR ROBERT HAMILTON'S REPORT.

No. 1.

COLONIAL OFFICE to SIR ROBERT HAMILTON.

SIR,

Downing Street, March 21, 1894.

I HAVE the honour to acknowledge the receipt of your letter of the 12th instant,* forwarding the Report of your inquiry into the condition and affairs of the Island of Dominica under the Royal Commission of the 22nd of September 1893.

2. I have great pleasure in conveying to you the thanks of Her Majesty's Government for your valuable report, and for having carried out the duties entrusted to you with such marked zeal and ability.

I am, &c.

(Signed) EDWARD WINGFIELD.

No. 2.

The MARQUESS OF RIPON to SIR W. F. HAYNES SMITH.

[Answered by No. 3.]

SIR,

Downing Street, March 21, 1894.

I HAVE the honour to transmit to you a copy of the Report by Sir R. G. C. Hamilton, K.C.B., of his recent inquiry into the condition and affairs of the Island of Dominica.

2. I shall be glad to be favoured, at your earliest convenience, with any observations that you may have to submit in connexion with this Report.

I have, &c.

(Signed) RIPON.

P.S.—The Report has not yet been presented to Parliament.

No. 3.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received May 17, 1894.)

*[Continued by Nos. 4, 5, and 6.]**[Answered by No. 7.]*

Government House, Antigua,

April 23, 1894.

MY LORD,

I HAVE the honour to acknowledge the receipt of your Lordship's Despatch, of the 21st March last,† transmitting to me a copy of the report of Sir R. G. C. Hamilton, K.C.B., of his recent inquiry into the condition and affairs of the Island of Dominica.

2. I desire to offer to your Lordship my sincere thanks for the opportunity of submitting my observations in connection with this report, and I do so more gladly because I fear the General Government have been placed at a disadvantage, as there has been no opportunity of placing before the Royal Commissioner the evidence of any of the Federal Officers, or of drawing attention to the difficulties of administration which have been experienced by the different forms of government during a long series of years.

* Not printed.

† No. 2.

3. In January 1888, when I assumed the administration of the government of the Colony of the Leeward Islands, Dominica was in a very difficult position. The revenue had been dropping year by year and there was no prospect of improvement. In 1885 a committee of the House of Assembly had been appointed at the instance of the Elective Members, consisting of the Acting Treasurer, one Nominated Member, and three of the Elective Members of the Legislative Assembly, Mr. Pemberton, Mr. Rumsey Lockhart, and Mr. D. O. Riviere, "to enquire and report upon the financial position of the Residency, its prospects of meeting its liabilities in future without having recourse to loans or increased taxation, and to suggest any scheme or schemes of immediate or prospective retrenchment as will meet the exigencies of the case."

4. The committee submitted their report, of which a copy is annexed,* and it was unanimously adopted by the House. They stated that their attention was quickly drawn to the notable shrinkage of all the sources of public revenue since 1883. They recommended that the offices of the President and Treasurer should be amalgamated, that the number of magistrates and medical men should be reduced, and that there should be other reductions in the staff. Most of the reductions asked for by the Elective Members of the House had been carried out when vacancies had arisen, and the staff had been cut down to the lowest point.

5. The recommendations of the committee for the collection and increase of the revenue had also been carried out, and an additional percentage had been added to the tariff of import duties, but the revenue, which was 20,461*l.* in 1880, had fallen in 1887 to 15,722*l.*

6. The situation had therefore been carefully considered by the Elective Members of the Assembly, and they are with one exception the same gentlemen who now represent the constituencies. The elected members had considered each head of revenue and expenditure and had made their recommendations as to each matter of detail, and their recommendations had been accepted and carried out by the Government under the directions of the Secretary of State, and had been worked out carefully for two years. The position of the Island, however, at the end of 1887, was that it had been sinking each year with a falling revenue, and there was no prospect of amelioration.

7. The inhabitants of the Island for the most part only spoke and understood a French patois. They were illiterate and the great majority could neither read nor write; the country clergy were foreign priests; the sugar cultivation was dying out; the bridle roads were in bad order. In large portions of the Island there were no means of bringing produce to a market. The public buildings and institutions were all in bad repair, and no public work, except the Roseau Waterworks, had been carried out in the Island within memory.

8. In these circumstances I was instructed by the Secretary of State to endeavour to abolish the export duties, the additional percentages on the customs tariff, and to raise a sufficient revenue.

9. Dominica is situated between two French Islands which have many features of similarity and which are both prosperous. Dominica is strikingly fertile and had two exceptional opportunities for becoming alike prosperous, once when the lands were taken up by the French settlers, and again after the Island was ceded to the English, when the whole Island was carefully surveyed at great expense and laid out by Commissioners appointed from England and the lands sold. There was then every element of success: the lands had been purchased and were in the hands of persons who had paid for them and obtained an indisputable title. The land was some of the most fertile in the tropical world, and there is no trace of there being any want of capital. The question which pressed itself on me was, why was it that all these very exceptional advantages proved of no use for the development of the Island, and that its history was one of continued decadence and strife? It was not the abolition of slavery, as is shown by the exports before and after, and as regards sugar I attach a diagram* showing how little the abolition of slavery affected the output of the sugar industry. It was not the coffee disease, as is pointed out by the Royal Commissioner in the note to page 13. Various forms of government had been tried. Dominica had been grouped with the Windward Islands, it had been grouped with the Leeward Islands, and it had been placed alone under a separate Governor. It was for a long period under a Lieutenant-Governor. It had been under a Representative Legislature with two Chambers, and under a Legislature with one Chamber.

* Not printed.

10. The story that when Columbus was asked to describe the Island he crumpled a sheet of paper and threw it on the table indicates the rugged nature of the ravines and mountains of Dominica, and the difficulty of communication, and I think no one who has studied the history of Dominica can avoid the conclusion that the cause of the wiping out of the French settlers, and subsequently of the English settlers, was because no attempt had been made to open the country and overcome these difficulties and make the land accessible, so as to enable the cultivators to bring the produce of the land to shipment or a market at a reasonable cost. The land, however fertile, proved of no use, and was abandoned because the produce could not be realized.

11. Dominica, so far as I am aware, is the only portion of the Empire where the price or value of the land was withdrawn from a Colony and no means of communication established in the country. To compare this small Island with the larger colonies, if the price of Crown Lands had been withdrawn from the Australian Colonies or Canada, and the lands not opened out, their history would have been different.

12. Impressed with these views when meeting the Assembly I accordingly urged the essential need which existed for altering these conditions in order to bring the land to use, which is the great asset of the Island, and open it out to cultivators.

13. A committee of the Elective Section of the Assembly was appointed to act with me in considering a revision of the system of taxation, and the results, which were unanimously arrived at by the Elective Section, as well as by the Government, are embodied in the fifteen Acts of the year 1888 numbered from 8 to 21 inclusive.

14. This body of legislation covered a wide area and was approved by the Secretary of State. The principal alterations which the Royal Commissioner recommends are that properties under 40 $\frac{1}{2}$ should be exempted from the Land and House Tax, and that an export license should be imposed; that certain exemptions should be expunged as regards licenses for horses, and that the boat licenses on the Windward Coast of the Island should be reduced from 5*d.* to 2*d.* a foot.

15. Although the new laws had been passed the work remained of enforcing them. The revenue had been received rather than collected, and strenuous efforts had to be made to ensure its proper collection. The persons liable to the Road Tax evaded payment.

The quantities of spirit paying excise duties had year by year grown less and smuggling was very prevalent. The following are the returns for the Road Tax and Excise:—

Year.	Road Tax.	Excise.	Liquor and Still Licenses.
	£ s. d.	£ s. d.	£ s. d.
1882	1,811 16 5 $\frac{1}{2}$	2,517 18 6	438 8 4
1883	946 15 0	2,605 13 3	627 6 8
1884	596 7 0	2,328 17 7	540 5 0
1885	506 12 3	2,012 7 8	459 16 8
1886	414 17 1	2,234 14 9	389 18 4
1887	406 6 10 $\frac{1}{2}$	1,861 9 1 $\frac{1}{2}$	403 16 8

16. The Royal Commissioners appointed in 1884 to enquire into the condition of the West India Islands drew special attention to this matter. In Part III., paragraph No. 264,* they say that nothing has been done "to secure that uniform collection of the "revenue which is so important a province of administration, but one which has hitherto "received but little attention in these Islands (*i.e.*, the Leeward Islands) generally."

17. Illicit trade in evasion of the customs duties obtained to a much larger extent than was realised. The records show that it had been carried on since the cession of the Island to the English, and the evil of it operated in many ways. Those engaged in illicit trade with the French Islands made a profit both ways, and the difficulty of communication between the Windward side of the Island and the two towns on the Leeward Coast made the procuring of supplies through legitimate channels expensive on account of the cost of transport.

18. The Colonial Government endeavoured to deal both with the collection of the revenue and the suppression of smuggling. The provisions of the Road Tax Law were enforced and at first there was much friction and opposition. Every endeavour was made to act with consideration, but difficult cases arose. One which excited much commiseration at the time was the case of an old man arrested for the tax in respect of his land, who was ill and crippled and pleaded his condition. I could not, however,

* [C. 3840.-II.] April 1884.

interfere because it was brought to my notice that he had over a thousand dollars in the Savings Bank. Gradually the lists are being perfected, a task involving much labour as most of the people have several names, but with a regular and systematic collection the opposition has abated, and I see Mr. William Davies states in his evidence that there is now no discontent as regards the Road Tax. Each year the collection has been improved as the returns show.

Year.	Road Tax Collections.
	£ s. d.
1888 - - - - -	565 12 10½
1889 - - - - -	909 4 7
1890 - - - - -	1,299 6 2
1891 - - - - -	1,331 11 7
1892 - - - - -	1,520 14 10
1893 - - - - -	1,609 9 7

A careful analysis of the returns discloses, however, that there is an additional sum of about 400% annually still to be collected under this head.

19. There were the same difficulties as regards the excise. The view constantly expressed by the Elective Members, and by some of the officers, was that the difficulties of communication and the proximity of the French Islands made it of little use to endeavour to check illicit trade. It has also been constantly urged in the Assembly that the illicit trade was trifling, and that no conclusions could be drawn from other parts of the West Indies which afforded any guide for Dominica. This view is, I believe, quite erroneous. The Colonial Government obtained the fullest information which could be procured tending to show the actual consumption of spirits in the Island, and at the end of 1888 I was convinced that the average Dominican drank at least the average quantity of spirits, consumed more than the usual average amount of tobacco, and used the average amount of cotton fabrics—the three items which are the main sources of revenue in most of the West Indian Colonies. In that year, in a minute to the Commissioner, I stated that the revenue from excise on the existing consumption ought to be 5,000%. The officials then thought it an impossible sum to collect from excise but the returns are as follows:—

Year.	Number of Gallons paying Duty.	Excise Duty.	Liquor and Still Licenses.
		£ s. d.	£ s. d.
1888 - - - - -	17,208	2,256 17 0	512 5 0
1889 - - - - -	30,034	3,407 4 7	690 13 0
1890 - - - - -	28,329	3,187 0 8	722 19 0
1891 - - - - -	31,279	3,518 18 8	719 10 0
1892 - - - - -	28,565	4,126 13 5	575 4 0
1893 - - - - -	32,807	4,921 1 1	808 10 0

These returns prove that the Dominican drinks the average quantity of spirits consumed in the poorer West Indian Islands, for to the quantity included in the returns has to be added the quantity which is smuggled into the Island.

20. The prevalence of smuggling throughout the Colony is a subject on which I have addressed your Lordship on several occasions, and the task of preventing it has been a more difficult one than dealing with the collection of the internal revenue. Smuggling cannot be put down except by an organised system of check, but I believe this can be done at a moderate outlay, and I have submitted proposals for a complete and thoroughly effective system at reasonable cost. The question has just been successfully worked out in St. Kitts-Nevis, where the Islands are in close proximity to four foreign islands belonging to the French, Dutch, and Danes. Your Lordship kindly obtained for the Colonial Government the assistance of an officer of the Imperial Coastguard Service, and with the cordial aid of the local Legislative Council smuggling has been stopped in that Presidency. One trader has voluntarily given the Treasurer a written statement that his sales of spirits had increased 75 per cent., and the Coastguard Officer reported last week that some of the retail dealers have voluntarily informed him that their sales have nearly doubled. The different foreign authorities have been most courteous, and from the information obtained, and the facts collected by the Government, it appears that a sum of fully 10,000% per annum has been lost to the revenue of the Colony. The returns for St. Kitts-Nevis show the

immediate effect of stopping smuggling, and the loss to the revenue of Dominica from smuggling is not less than 3,000*l.* per annum.

21. Taking the item of tobacco, the evidence is that the average quantity of tobacco consumed per head of the population is not less than 1 $\frac{1}{4}$ lbs. annually. The evidence is similar to that on which the conclusions were based as to the quantity of spirits consumed and which have been proved correct. I believe the loss on this item alone is about 1,200*l.* per annum. Sir Robert Hamilton noticed the apparently large quantity of tobacco used but estimated the loss at only 600*l.* The estimate of the larger amount is based on the information from foreign islands, the returns over a long series of years, and the experience gained during the periods when smuggling has been checked, for instance, during the prevalence of small-pox at Martinique, when the Dominica people were afraid to communicate with that Island.

22. While the Colonial Government have been thus endeavouring to ensure the collection of the revenue in Dominica, a course which naturally gave rise to some friction and irritation, the increased land and house tax had also to be collected, and being a direct tax was resented. The Government were at a disadvantage, too, in the matter, because I think the people made it a ground for reducing, or for delay in the payment of, their Church dues, thus apparently bringing the Government into collision with the interests of the Church.

23. The nature of the country and the habits of the people make it a task of great difficulty to compile a complete and accurate assessment roll of the lands and houses of the Island, especially as there were not the means for employing an adequate staff. Lands were transferred by the people amongst each other without any proper deed or title, and the subdivision of holdings on the death of parents amongst all the children, without any official record of the division, occasioned mistakes. The late Surveyor General, the Registrar and the Government officers acting with the Commissioner devoted much time to this subject, and the Roll was improved, but to complete with accuracy what is practically a Domesday Book of the Island must be a work of time.

24. The principal difficulties were with the small properties, and in 1892 I asked that the tax on all properties under 5*l.* in value should be remitted, and this was agreed to and carried out. Sir Robert Hamilton says that my remark to your Lordship in my Despatch of the 29th May last*, that the tax had been remitted in 3,897 cases is the strongest condemnation of the system, but the papers show that these exemptions were given as regards all properties under the limit named of 5*l.* Sir Robert Hamilton recommends that the limit taken for exemption should be 20*l.*, and that the tax on landed properties between 20*l.* and 40*l.* should be reduced to one per cent.

25. The valuation of the properties differs in some respects as regards locality and other circumstances. A statement as to the particular cases referred to, as given by Mr. Rankin, shall be forwarded at an early date. As I have mentioned in my Despatch before referred to, the valuation of the larger properties is too low. This, however cannot be altered unless the valuation is made by an official Board with an appeal to a judge, and if this were done the exemptions recommended by Sir Robert Hamilton could be afforded without loss to the Revenue and without injustice.

26. In this connection I would ask your Lordship's permission to allude to the references in the report with respect to the sad occurrences at La Plaine. In the foot-note at page 8 the remarks of the Reverend Father Coutourier are quoted to the effect that the feeling in the district was that there had been no inquiry as to these occurrences; but I would point out that there was the usual inquiry before the Coroner and a local jury which is provided for such cases, and that the local jury, after hearing the evidence, arrived at a verdict which your Lordship considered to be just. The occurrences no doubt as regards the actual collision were connected with the collection of the house-tax, but the ill-feeling against the local officer was first occasioned by his interference with the smuggling.

27. The taxes levied in the Island are, I believe, sufficient for all purposes, but although there has been every endeavour to collect them they have not yielded sufficient to meet the increased expenditure, because the Government have not as yet been able to put down smuggling. The tariff of Customs Duties has been made uniform throughout the Leeward Islands, and I have explained at length the reasons for concluding that if the Customs dues could be collected on the actual consumption in Dominica the Revenue from this source would immediately yield on goods other than alcoholic liquors 8,800*l.*,

* Not printed.

and on alcoholic liquors 1,200*l.*, and a larger amount as the check became more perfect. These sums are considerably below the averages yielded by the articles in general use in the other islands on the same tariff, but would be sufficient to cover the increased annual yearly expenditure and provide for the charges for loan for necessary improvements. As regards the expenditure, each addition or charge on the official staff has been asked for by the Elective Members of the House. After the amalgamation of the offices of President and Treasurer had been carried out they asked that the offices might be again separated. The President or Commissioner was then appointed to perform the duties of magistrate also, but on the second application of the Elective Members your Lordship sanctioned a separate appointment being made. The number of magistrates and doctors have also been increased at their repeated requests.

28. The question of the medical and poor relief has received much consideration. The Commissioner is chairman of the Board of Guardians, and Dr. Nicholls is the medical officer, and they have given most careful attention to keep the expenditure on this head within the Estimates. Medical advice, medicines and hospital accommodation are provided for the poor free of charge, as in the other parts of the Colony, and there is a constant tendency and pressure to increase the expenditure. It has been a matter of frequent communication, and I have specially consulted with the Board as to the best means of checking the expenditure, with the result that it has been lessened.

29. The floating debt of the Island is the amount of the deficit on the yearly working of the Island over a long series of years, together with the amounts expended in anticipation of the raising of the contemplated loan. In 1888 the Secretary of State pointed out that, judging from past experience, the yearly deficit would be a considerable sum, and although in the revision of the system of taxation of that year sufficient taxes were imposed these deficits have continued, because, as I have shown, as regards the internal Revenue it has required several years to enable the Government to improve the collections, and even those results have only been obtained by sheer hard work and persistent attention to details, while the system for reducing the short collections on the external trade and for stopping the smuggling had still to be carried out in Dominica although it has been made effective in St. Kitts-Nevis.

30. These deficits have each year been brought before the House of Assembly, and the Supplementary Appropriation Acts dealing with each item of the whole of these amounts have been duly passed with the general assent of both sides of the House. The ordinary expenditure has been carefully kept down, and any increase in staff which has been made has been made, as before mentioned, at the request of the Elective Section of the House or on petition, with their support, as in the case of the Doctors.

31. The amounts expended in anticipation of the contemplated loan are specified in the annexed balance-sheet of the accounts of the Presidency on the 31st December last. When it was proposed to raise a certain loan for the different islands of the Colony, including a further loan for Dominica, I asked for time to endeavour to ascertain whether the Local and General Legislative bodies would not agree to raise one consolidated loan for the Colony. The proposal submitted was that each Local Legislature should pass the Act for the creation of Inscribed Stock to take advantage of the provisions of the Imperial Statute, and that when the amount required for each Presidency was determined a Bill should be submitted to the General Legislative Council to authorise the issue of Inscribed Stock for the Colony of the Leeward Islands as a whole for the total amount required.

32. This course was adopted, and the Act, of which the model was furnished by the Crown Agents, authorising the creation of the Inscribed Stock was passed by each Local Legislature, including the Local Legislature of Dominica. The Acts authorising the issue of particular amounts were also passed by the Local Legislatures of Antigua, St. Kitts-Nevis and Monserrat, and the Act was introduced into the House of Assembly at Dominica. The Bill remained in abeyance in Dominica because after bringing the matter before the House of Assembly I asked your Lordship's permission to propose the raising of a loan for 100,000*l.*, for the purposes stated in my Despatch of the 14th of December 1892.*

33. Your Lordship intimated in Despatch of the 17th January 1893*, that your Lordship could not sanction a loan for so large a sum but only a loan for two particular portions of the work suggested in addition to what had been previously authorised, and I

* Not printed.

had arranged to go down to Dominica to ask the House to complete the Bill to the extent sanctioned when I was called there by the occurrences which had taken place in the La Plaine district.

34. These occurrences and the action taken on them by the Elective Members led to a postponement of the Bill, but I again brought it before the House when the annual Estimates were passed. The inquiry by the Royal Commissioner was then expected to commence shortly, and at the request of the Elective Members the consideration of the Bill for a loan of 35,000*l.* was postponed.

35. While the arrangements were pending for ascertaining whether the General Legislative Council would agree to the issue of Leeward Islands Inscribed Stock for a consolidated loan, the Crown Agents, with the sanction of your Lordship, assisted the Colony by arranging for the advances necessary for defraying the cost of the Public Works which were being carried out in the different Presidencies.

36. The amount of the cost of the different Public Works chargeable to the contemplated loan in Dominica is placed in the summary of the Assets and Liabilities of the Island under the heading "Commissioners of Public Works", which it seems is a heading continued from former times; but the items are given in greater detail in the annexed balance-sheet under seven headings: namely, Portsmouth Water Works, 205*l.*; Drainage, 514*l.* 14*s.* 4*d.*; and Jetty, 22*l.* 8*s.* 11*d.*; the Indian River Bridge, 41*l.* 16*s.* 4*d.*; the Portsmouth-Lasoye Road, 8,449*l.* 11*s.* 8½*d.*; the Public Works carried out in 1892 grouped under one heading, 5,097*l.* 15*s.* 7*d.*; and the Melville Hall Bridge, 1,230*l.* 11*s.* 4½*d.*, or 15,561*l.* 18*s.* 3*d.* in all. In the Treasurer's statement of the Assets and Liabilities this appears as 15,090*l.* 8*s.* 6*d.*, because he has treated the whole Loan Account as one account, and the amount is therefore reduced by the unexpended balance of the loan which has been raised.

37. The Portsmouth Water Works Drainage and Jetty were carried out in 1888, when there was general agreement, and although I see the Honourable Mr. Stedman alludes to the Portsmouth Jetty as unauthorised he is unaware or has forgotten that a special resolution was taken on the subject on the 8th November, 1888.

38. The material for the Indian River Pile Bridge, which was greatly desired and which would have saved the cost of the ferry, was being obtained from the forest under the belief that this was included in the works sanctioned, but it was found not to be the case and the work was stopped.

39. The Portsmouth-Lasoye Road has formed the subject of correspondence with the Secretary of State and the amount under this head includes the bridge over the Londonderry River and certain other works in the Northern District of the Island, which were approved.

40. The cost of the Public Works in 1892 was as follows:—(1.) 1,325*l.* 8*s.* 7½*d.* for the special works near Point Micbelle, where the sea was making inroads, and for repairing special damages. (2.) 1,420*l.* 19*s.* 7½*d.* for the rebuilding of the Engineer's Office, which had been burnt down, the purchase of a building for a public library, the renovation of the Government Building containing the Post Office and Registrar's office, of which the roof had given way, and work to the Prison and Poor House to protect the inmates from the weather, and (3.) 2,343*l.* 14*s.* 4*d.*, the cost of the purchase of the Botanical Station and its establishment. The figures up to this point are those submitted in my despatch, of the 14th December 1892*, of the amounts expended in anticipation of the contemplated loan.

41. The remaining item is for the Melville Hall Bridge, for which there were various petitions and resolutions of the House. The last of these was passed on Mr. Walsh's estimates of the cost, and the work has been completed for the estimated amount.

42. A sum of 5,000*l.* for Schools was authorised to be included in the contemplated loan, and of this 912*l.* 18*s.* 9½*d.* has been expended in 1893 on the establishment of the Morne-Bruce Training School, for boys belonging to Roman Catholic families. The amount is shown in the accounts of the ordinary working of 1893 under the head of Education. A Quarantine Station has been established at the cost of 735*l.* 0*s.* 11*d.*, and certain work has been done at a cost of 257*l.* 1*s.* 5*d.* to turn the current of the Roseau River and preventing it from entering the town, all of which were specially sanctioned and also approved by the House.

43. The outstanding amounts due by the Island are for these sums and the accumulated deficits on the working of the Island since 1883, and are due to the General Government and to the Crown Agents in anticipation of the contemplated loan, as before mentioned.

44. The construction of the roads and bridges was commenced by the Colonial Civil Engineer of the Island and subsequently carried on by engineers appointed by the Colonial Office, and after they had left the work was resumed by the Colonial Civil Engineer and Mr. Fadelle, C.E., a gentlemen connected with one of the old Dominica families. **The Portsmouth-Lasoye Road, including the Londonderry and Melville Bridges,** were carried out by Mr. T. E. Walsn, C.E., who was selected by the Canadian Government for the Colony, with the sanction of the Secretary of State, as an engineer of tried capability accustomed to mountain work. These engineers had in succession different works to carry out. They had each received different training, each had been successful in other places. Sir Robert Hamilton says that, making full allowance for the difficulties to be contended with, both in the character of the country and in obtaining suitable labour, he concurs in the opinion that the return for the expenditure is not adequate. It is not easy to estimate fully the difficulties which have been encountered in carrying out public works in Dominica from visiting the Island in a selected season or without hearing the statements of the engineers. The exceedingly heavy rainfalls in short periods of time send down the rivers in torrential floods which can hardly be realized until they are seen. Very special difficulties must, I think, have existed on the Island would not have been left for the last century, since its cession to the English, without any attempt being made to obtain for the cultivators of the land the means for bringing their produce to a market. Much of the work on the Roseau-Layou section of the road carried out by the engineer from England was swept away in the flood of February 1891, when seven rivers near Roseau left their beds and spread over the country. This appears to have been the worst flood in this section of the country within living memory, and it caused great damage to the roads and bridges. The work which had been thus swept away in 1891 was, of course, not apparent in 1893, when the Royal Commissioner visited the Island, except as injured work, but it had been carefully inspected in March 1890 by Colonel Sir Arthur Mackworth, of the Royal Engineers.

Sir Arthur Mackworth reported that the principal bridge which had then been erected, namely the one over the Canefield River, was satisfactory, but it was swept away in the flood of 1891. Tenders had been received from a responsible English contractor to erect the remaining iron bridges on this route, including the Layou Bridge, and to complete this section for wheels for the sum of 4,000*l.*, which was sanctioned. The flood endangered Roseau, but the top waters which had commenced to come through the town in a depression, which is said to have been the former bed of the river and floated some of the houses, were turned by a heavy wall which had been lately built to carry an aqueduct for diverting the waters from the Morne and preventing them injuring the town.

45. The expenditure incurred on each work by the different engineers is detailed in the annexed statement. After Sir Robert Hamilton had left Dominica, I was informed that he had called for a statement as to the expenditure of the stores apportioned to each sub-head of the public works and that it was not complete. I at once directed that a complete statement should be made up and that it should be checked if necessary by reference to each of the original vouchers. The amount was made up from the entries in the day or cash book kept by the engineers, and was transmitted to your Lordship in my Despatch of the 20th of February last.* The Treasurer in making up the return called for by the Royal Commissioner had taken the store ledger, which was incomplete. The Engineers' day or cash books agree with the Treasurer's books, and the cost of each separate work is accurately shown.

46. The material obtained in England was obtained through the Crown Agents on tender in London in the usual course, and the total cost was 10,598*l.* 14*s.* 10*d.* From a paper given by Mr. Rankin to Dr. Nicholls, and by him forwarded to the Royal Commissioner, it would appear as if the Engineer from England had been unduly pressed. It may have been so, but the incidents referred to are that the Engineer himself recommended a modification in the Canefield Bridge, which Sir Arthur Mackworth considered to be satisfactory, and that operations were at one time removed to the Layou abutments to save the season. So far as I am aware all that the Engineer was pressed to do on his arrival was to verify certain information and details previously furnished by the Colonial Civil Engineer in order that they might be sent home to the

* Not printed.

Advising Engineer of the Crown Agents. The design and specifications for the bridgework were prepared by Mr. Wakefield, C.E. who was the advising engineer to the Crown Agents in this branch, and were supplied about twelve months later. The stone-crusher and engine were only ordered after repeated discussions at the Road Board. The material and supplies obtained from the Crown Agents are fully particularised in the annexed statement* referred to, and appear to be suitable in kind and moderate in quality and in price.

47. The amount expended in Dominica by the engineer from England up to the time of his leaving in November 1889 was 6,398*l.* 1*s.* 3*d.* I submitted to the Secretary of State certain objections to the work and the subject came before his Lordship.

48. The Colonial Civil Engineer of the Island then took charge. He was an officer of long experience in the service and had an intimate acquaintance with the local circumstances. He carried out with the approval of the Road Board the following Works on the roads and bridges at the cost specified:—

Work.	Cost.
	<i>£ s. d.</i>
St. Joseph's Bridge - - - - -	92 11 5½
Trois Point Bridge - - - - -	80 16 6
Portsmouth Drainage - - - - -	323 6 2
" Jetty - - - - -	402 10 2½
" Streets, &c. - - - - -	72 3 5
" Waterworks - - - - -	149 5 5½
Sugar Loaf Flat Road - - - - -	112 14 6
North River Bridge - - - - -	583 12 7½
Melville Hall Bridge - - - - -	517 2 6½
Roseau Street - - - - -	1,623 5 4½
Bath Road and Lands - - - - -	18 16 3
Savannah Park Road - - - - -	279 13 1½
Roseau Embankment - - - - -	59 2 1½
Back Drain - - - - -	346 7 4
Lasoye Road - - - - -	38 9 0½
Waterfall Road - - - - -	4 3 4
	4,703 19 5½

Mr. Fadelle carried out particular works costing 4,486*l.* 0*s.* 10½*d.* and no complaint has been made as to them, or as to the expenditure he incurred. In the flood of February 1891 the first bridge he constructed at Fond Collée, and the abutments commenced for the bridge over the Check Hall River, were swept away, but, as I have already explained, the flood was of very exceptional nature. The following is the list of works carried out by Mr. Fadelle with the sanction of the road Board:—

Work.	Cost.
	<i>£ s. d.</i>
Fond Collée Bridges - - - - -	382 14 10
Lagoon Mui Bridge - - - - -	322 4 11
Check Hall Bridge - - - - -	347 9 1
Belfast Bridge - - - - -	967 4 8½
Fromage and Bayonne Bridges - - - - -	470 11 9
Beausejour Bridge - - - - -	199 19 8½
Abricot Bridge - - - - -	187 8 7½
Tarreau Bridge - - - - -	324 5 5
Abbott Bridge - - - - -	60 0 2½
Mahaut Road - - - - -	617 19 11
Hertford Ravine Bridge - - - - -	96 4 1
Hertford Road - - - - -	146 10 7½
Tarreau Hill Road - - - - -	250 7 9½
Tarreau Road - - - - -	112 19 2½
	4,486 0 10½

50. The Copt Hall Bridge was specially asked for on numerous occasions. Petitions were presented for the bridge. The Road Board and the House of Assembly pressed

* Not printed.

that it should be carried out. The Roseau Valley is, I believe, one of the most important in Dominica, and no export fruit trade could be carried on from the Island without this bridge, for it is from this valley that the steamers must receive the fruit to complete their cargoes. The plans and estimates were prepared by Mr. Ivor Moore, of the Royal Engineers' Department, and approved by the Road Board; they were also approved by the House, and a contract to carry out the work by an English contractor was also approved by the House. When the work was completed, which was done at loss to the contractor, it was formally opened and the Elective Members then pointed out the value of the bridge to the Island. The people in and near Roseau on another day organized a fête to celebrate the erection of the bridge, and a special religious thanksgiving service was held at their own cost, when the bridge was blest by the clergy of the Roman Catholic Cathedral.

51. The Portsmouth-Lasoye Road crosses the Dos D'ane ridge, and runs from Portsmouth on the Leeward Coast to the Windward side of the Island at the mouth of the Blenheim River, and thence along the sea coast to Lasoye Wesley and Melville Hall. The Colonial Civil Engineer was for some weeks employed in surveying the Dos D'ane ridge, but reported that a road with gradients suitable for wheels was impracticable. Mr. Walsh, however, found a practicable route, and in this he was much assisted by Mr. Rumsey Lockhart's intimate knowledge of the locality. In passing along the old bridle road a person had to ford the Blenheim River seven times. In forming this road 120,000 cubic yards of earth were removed from the cuttings and ditches, at an average cost of 5*d.* per cubic yard, and 12,000 cubic yards of rock and hard pan at an average cost of 2*s.* per cubic yard. There are 27 bridges on this line and 120 culverts.

52. Mr. Walsh also erected in the Northern District the Londonderry and Melville Hall iron bridges on stone abutments for a cost within his estimates, and both are satisfactory; while carrying out these works in the Northern District there was a registered rainfall of 192 inches in the 12 months. Much sickness prevailed, which at times affected even the native labourers.

53. These various bridges and works so specified in detail are still in the several places named. The full particulars of each item of their cost, together with the pay lists and the work done, are filed on record, and an analysis shows that the work as done has been effected at rates which are less than are paid elsewhere in the West Indies, and at rates below the standard of prices paid in the Royal Engineers' Department in Barbados or St. Lucia.

54. Taking even the rough test of the mileage of the Portsmouth-Lasoye Road, which is given in the report as 20 miles, and the total cost at about 8,000*l.*, the average cost per mile of constructing roads suitable for wheels through the country would be 400*l.* per mile which is, I think, considerably below the cost in other mountainous colonies where the difficulties are not so great.

55. It had never been contemplated that it would be possible to bridge all the rivers of Dominica for the amount raised on loan. It is said there is a river in Dominica for every day of the year. A much larger amount is necessary, and at the close of 1892 I brought the subject under your lordship's consideration. The Portsmouth-Lasoye Road, which crosses the Island against the grain of the country, shows that whatever may be said roads suitable for wheels can be constructed in Dominica at moderate cost, and the Portsmouth-Lasoye Road has also shown that such roads can be subsequently maintained at moderate cost if the storm-water from the mountain-sides is gathered in drains on a level higher than the road and discharged into the gullies.

56. When your Lordship in January of last year felt unable to accede to my proposals I had intended to have asked that, in view of the very large sum paid over to the Crown when the land was sold, a loan on special terms might be granted, as I understood was done in the case of Mauritius, and that the justification for again urging the matter was that there was no prospect of tropical agricultural produce rising in price, or the cost of labour being reduced, and that therefore unless the cultivators of land could bring their produce to sale without the excessive cost of local transport the land could not, except in a few favoured localities, be cultivated at a profit, even if the land were given for nothing.

57. The amount provided on the estimates for the up-keep of the roads in Dominica was 1,000*l.* It has been raised to 1,500*l.*, but little can be effected with this sum in such a country. In Antigua the amount allowed for the upkeep of the roads is 3,200*l.* exclusive of any special works. In Martinique and Guadeloupe the roads were

originally constructed by the Home Authorities and a large yearly grant given towards the extension of the main roads. At the present time a large proportion of the revenues is devoted to this purpose. The following are the figures of the Martinique Budget for the current year:—

	Francs.
The permanent staff, ponts et chaussées -	104,536 80
The yearly maintenance -	510,821 76
New road works -	122,000 00
	537,358 56

francs, or more than 21,000*l.* sterling per annum, for the main roads of the Island. Under the head of yearly maintenance there is always an item for "provisions pour grosses réparations des routes" and each year provision is made for "travaux neufs sur les routes Coloniales." The yearly provision for Guadeloupe is smaller but roads are maintained on a similar scale. These islands are within sight of Dominica. The people in the French Islands turn the land to account and until the people in Dominica can be placed in a similar position the land there must be of little use. From the time of my first going to Dominica I have uniformly submitted the same views, and urged that the construction of the roads for wheeled traffic, to make the lands accessible, was essential to the welfare of the Island, even if they cost 100,000*l.* or 150,000*l.* more, for the Island would then be able to use the fertile lands it possesses and pay the charges on the existing taxation if smuggling were put down, whereas if the land cannot be used profitably no form of Government can help the Island. The French Authorities have acted on this view and made both the neighbouring islands, where similar natural difficulties exist, alike prosperous. The Royal Commissioner speaks of the former prosperity of Dominica, but the records show that Dominica has never been prosperous. There were a larger number of proprietors, but the history of Dominica is the history of continued attempts to cultivate the land to profit, which, notwithstanding the fertility of the soil, have all come to no result.

58. The project of obtaining a steamer to ply round the Island was not included in the objects for which the loan was raised. I brought forward the question to the House of Assembly in 1889, by proposing an item on the Estimates of a yearly subsidy of 800*l.* When this was approved by the Secretary of State every endeavour was made to induce a responsible person to enter into a contract to work a suitable steamer, but no one could be found to undertake the work. The amount was then raised to 1,000*l.* per annum with similar results, but the risk to the vessel was considered to be too great. None of the steamship companies trading with the islands would undertake such a contract on any terms. On finding this I obtained from the Crown Agents particulars of vessels and asked the House if they were prepared to vote the amount for the purchase of a vessel to be worked by the Government. They did not agree and the matter fell through; I subsequently obtained specifications of second-hand vessels but the members did not support the purchase. A suitable boat to ply round the Island must be a vessel of about 100 to 150 tons, and be well handled, as the Windward coast is a dangerous one to approach within anchorage ground, and I do not believe such a coasting steamer can be run unless the Government take the risk; on very many occasions it would not be possible to communicate with the shore on account of the surf.

59. The Crown Lands consist of about 90,000 acres lying away from the sea-board. All these lands were carefully surveyed and laid out by the Survey Commission appointed after the cession of the Island, and the maps and plans are in constant reference. There is a complete record of all grants which have been issued subsequently by the Colonial Government, and if inspection be made of the records it will be found that there is precise information as regards this matter so far as the records are concerned. There is often doubt where a particular line described in the documents may fall as the boundary, and this can only be settled by actual measurement. Some time ago I arranged with the sanction of the Secretary of State that Mr. Blanc should be relieved of other duties and make the records more accessible and useful, and that all the diagrams of the different grants in existence should be transferred to maps of the original survey on an enlarged scale, so that a map of each parish could be placed open for public inspection and persons could see at a glance what land was available. The work was stopped by Mr. Blanc's death, but the material for completing it is on record. The records of deeds of private persons require rebinding but are kept in order. Where properties are bounded by forests and Crown lands there is often a tendency to question

the boundary, but I think the records are fairly clear and there is the foundation of the original survey.

60. After Mr. Blanc's death there was delay in appointing a surveyor, the gentleman who was first nominated going home with the intention of at once coming out but did not do so. As regards surveys of Crown Lands for grants there have been few applications, and I believe that it would be an injury to the Island to give out grants in small quantities, and that it would be cruel to induce Europeans to take grants of Crown Lands unless some access to them were provided. The experiment, however, of laying out Crown Lands and offering them for settlement has been fairly tried. The Picard Valley, opening out to the Leeward Coast, was selected as one of the richest of the Island, and has been laid out in ten-acre holdings and offered to any person who would cultivate them. Persons without capital cannot afford the outlay required for clearing the land, erecting a shelter or house, and to wait until the land yields, while clearing tropical forest is generally trying to health.

61. The amount appearing at the debit of the Crown Land Fund is for sums paid out as found to be due to the parties in respect of transactions which had been pending for ten or more years, and which were brought to a final settlement.

62. When the Botanical Stations were being established, the Assistant-Director of the Royal Gardens at Kew, Mr. Morris, C.M.G., afforded the great assistance of visiting these Islands, and subsequently gave a most interesting lecture on their capabilities. Attention was thus directed to them and many young men visited Dominica with the intention of settling there. I did all I could to aid them, but they left, many stating to me that they found the local feeling adverse to their settling and that the existing conditions of the Island prevented land being remunerative. Unfortunately the road works had to be stopped just at the time when, from the point of view which has been urged, it was of the utmost importance they should have been prosecuted with the greatest vigour.

63. Finding there were special obstacles in the case of Dominica, I asked the Secretary of State's permission, in March, 1891, to introduce a Bill into the House of Assembly to authorise advances to the peasant proprietors who are often in the hands of the small money lenders, and to build up the industry of the Island by enabling the peasant proprietors to extend their cultivation. I received permission to introduce the Bill, but I was instructed if it passed through Committee to submit it to the Secretary of State before moving the third reading. I annex a copy of the Bill,* which was carefully prepared, but the Elective Members threw it out on the motion for the second reading.

64. The system of education of the children of the Island has laid the foundation for Dominica becoming an English-speaking community. The children now on the rolls number 4,300, and all the children of the Island may be brought under instruction and taught English as new schools can be built.

65. Full opportunity was given to the different religious denominations to undertake the superintendence of primary education, and Government schools have only been established where the denominations have been unable to maintain schools. In Dominica the Roman Catholic clergy, as the clergy of the different religious bodies in all other parts of the Colony, have free access to the Government schools, and the buildings have been placed at their disposal for the first communions and other religious purposes. There is a scarcity of qualified male teachers of the Roman Catholic religion, but the female teachers in the schools are Roman Catholics. Provision is expressly made in the law regulating the Mico Training Institution in Antigua enabling the Government to nominate students of this faith and protecting them. Provision is also made for training girls of the Roman Catholic religion at the Moravian Training Establishment for female teachers. Inducements have been held out to lads in the primary schools in Dominica to become pupil teachers, and offers have been made to train them under the master of the Central Government primary schools in Roseau, who is a Roman Catholic, but none have yet been induced to come under training. Two girls were willing to qualify and they were exempted from examination and are now at the Roseau Convent for training. In Dominica it would, I believe, be of great public advantage to the Island if some pecuniary aid were given to English-speaking priests for assistance to be given in the schools, or if three or four European teachers could be obtained for the larger districts. The supply of qualified teachers is not equal to the demand, and the Colony loses many of the best teachers by the higher remuneration given in the neighbouring foreign islands.

66. Before starting the Government Grammar School in Roseau I asked the Bishop of Roseau if he would start a school for secondary education under his Lordship's direction, and offered to submit a vote similar in amount to that given to the Antigua Grammar School. His Lordship did not see his way to establish such a school and the present Government Grammar School was started and has proved a success.

67. In dealing with the Civil Service of the different Islands a complete list has been made out of all the officers in all the Presidencies, with their services and salaries, and as any vacancy has arisen each officer's case has been considered according to his length of service and the establishments of the different Presidencies treated as one Service. The officers have often been unwilling to move from one island to another and declined the offers made to them, but such a system must be better for the officers themselves, as well as for the public, than restricting promotions to vacancies in each island. Dominica has in this way had its proportion of promotion to the other islands. The Registrar of Dominica who is, I believe, a Roman Catholic, was promoted to St. Kitts-Nevis. One of the officers of the Dominica Treasury was also promoted to a place in St. Kitts-Nevis. Another Treasury officer came to Antigua. Another was offered a post in another Presidency, with a much higher salary than he was drawing, but declined it. In considering the claims of the different officers the question of their religion has not weighed. The gentleman who was selected for the post of President of the General Legislative Council is a Roman Catholic, and it would press hardly on the Roman Catholic officers if they had not their fair share of promotion to islands where the great majority are Protestants.

68. The proportion of the expenses of the Federal Government chargeable to Dominica are $\frac{1}{4}$ ths of the whole.

	£	s.	d.
Pensions	149	14	8
Legislature	60	18	9
Colonial Secretary	165	18	9
Audit	135	18	9
Port and Marine	56	5	0
Legal Department	782	16	3
Education	225	0	0
Miscellaneous	140	12	6
Post Office	25	6	3
Police	98	17	3
	£1,841	8	2

and each of these items represent work done for the Island at moderate cost.

69. The friction which has from time to time arisen since the confederation of the Islands was stated prominently in detail before the Royal Commissioner, but the evils which previously existed were not brought to attention. I of course only know them from reading the official records of the Colony. In 1865 Sir Leopold McClintock reported that he had landed 25 marines armed, and that he had signalled to the ship for 50 men in addition, and that when he found that the police were overpowered he had cleared the Court House by a party with fixed bayonets. Lord Kimberley, in transmitting the Imperial Act in September 1871, mentioned that the subject of the confederation of the Islands had occupied the attention of the Colonial Office during a period of 30 years, and perhaps I may point to the despatches and petitions sent home during that period, showing that with a Lieutenant-Governor and a Representative House there was continued friction. The press of the Island during the same period contains continued attacks on all public officers, many of whom held high office afterwards elsewhere, and I refer to this matter because I have always believed that this continued feeling was attributable to want of improvement in the material conditions of the Island rather than to form of administration.

70. The Royal Commissioners of 1884, while pointing out the differences which existed as to Dominica, considered that the system had not succeeded fully because there had been only a partial adoption of the principles of union. Since I have been in the colony many of their recommendations have been carried out. The services of all the islands have been treated as one. The Customs and Excise dues have been made uniform.

Regular steam communication has been established and the internal trade between them has increased each year as follows :—

	Value of the Trade.
	£
1890 - - - - -	27,978
1891 - - - - -	30,460
1892 - - - - -	33,582
1893 - - - - -	42,191

The contribution asked for from Dominica for the Federal Steam Service is only 550*l.* per annum out of an annual subsidy of 3,000*l.*, and I am negotiating with the Royal Mail Steam Packet Company for an itinerary which will bring Guadaloupe and Martinique within the regular weekly service and open these markets to the Colony. I received a communication from the Governor of Guadaloupe offering for the colonial steamer a free entry to their harbour, and free use of their buoys and every facility the local Government can afford.

71. Comparing the last 23 years of the Colony since confederation with the 30 years which preceded it, and which are referred to by Lord Kimberley, I think the Colonial Office records will show less friction, and friction gradually diminishing, in the Colony. In Dominica the differences in the House of Assembly have arisen with respect to the Road Board; three of the Elective Members were members of the Board and the differences which arose at the Board and were submitted to the Secretary of State were transferred to the Assembly. Even, however, in this very matter, when the Elective Members presented the Minute in the Assembly which is set out in the report, two of the Elective Members who had signed it had the manliness and good feeling when the matter was under consideration to give their unsolicited votes that it should be expunged from the Minutes. During the greater portion of my term of office the Elective Members in Dominica, as in the other Councils, have had a majority of votes because all the official seats have not been filled up.

72. The subject of the modification of the political constitution of the Colony has been submitted for the consideration of the Colonial Office and of the local Legislature for some time. In my Despatch of the 7th February last year,* I explained my reasons for submitting that if the existing services were secured, a constitution where the elective element was in a majority was preferable to the evenly balanced system of the elective element on one side with the official and nominated members on the other, with an official casting vote. The Elected Members and the Nominated Members must be drawn in the present conditions from a very limited class, and the number of electors is very small. I think it may be said that such a constitution, although often tried, has never worked with satisfaction to the community in any West India Island. It is, in effect, a compound oligarchy, in which the hands of the Government for good to the unrepresented classes are greatly hampered. The Royal Commissioner has pointed out what is the natural tendency of such a constitution as regards the great bulk of the people. Pressed by these considerations I had previously submitted to your Lordship that in the modification of the constitution the existing service and institutions should be secured and that the Elective Members should have a majority of votes. Any increase of elective seats in Dominica would tend to bring forward the interests of the peasant proprietors and the 20,000 black people referred to by the Royal Commissioner who have not now any influence on the elections.

73. But I believe that no mere alteration of the Constitution will fully meet the desires of the Colony without some system for utilizing local activities. This want has presented itself, and in 1889 I caused a Bill to be prepared, of which a copy is annexed, authorising the creation of local authorities, which might be either elective or nominated bodies. The Bill was drawn in connexion with the Public Health or Sanitation, as most local work can be properly classed under this description, and was sufficiently elastic to be applicable to every part of the Colony. There was objection on the part of some, and the passing has been delayed. Finding there was delay each town was taken up and dealt with, and with the approval of the Colonial Office the powers of the different municipal authorities have been increased and funds placed under their administration. The towns throughout the Colony have been improved, and wherever practicable through the agency of either the existing local authorities or of authorities created for the purpose. A nominated authority was created by special enactment for

* Not printed.

Basseterre St. Kitts with success, and I introduced a similar measure for Roseau, in Dominica, of which a copy is enclosed,* but it was thrown out by the Elective Members on the motion for the second reading.

74. A petition was, however, recently presented to the House from many of the inhabitants of Portsmouth asking that certain regulations should be carried out there, and this could only be done by a local authority which must presumably be at present a nominated one. Separate rating has not yet been introduced on account of the cost of the double system of collection, but as the towns grow in importance this will follow. When the towns have all thus been dealt with most constitutional questions will be found to have settled themselves, for the questions which have arisen are not so much as to the amount of a vote, but as to the mode of expending it afterwards. These questions arise principally in connexion with the towns. The same principle has been adopted for the country districts wherever it has been possible; for instance, in Antigua the local work has been carried out by the existing Board of Health; in St. Kitts and Nevis it is being done by Boards for controlling the waterworks, who will obtain the usual powers of local authorities in their districts. The essential difference is that these local authorities carry out their own duties by their own officers within the limits assigned, and the work is not attempted to be done under joint Boards by Government officers occasioning constant friction. Where the local authorities require the assistance of the Government officers it is of course at once given and it is then appreciated, while where this course can be carried out Government officers are left to carry out large undertakings without undue interference in their work.

75. I believe if this course be followed out the natural desire would be met, which exists in the different communities, that the residents on the spot should be empowered to dispose of all local matters by their own officers and that this want being met the general interests of the Colony would be dealt with in a liberal spirit and with careful consideration for each portion of the colony, and it is on these principles that it was proposed to amend the constitution of the Colony.

76. I have had to write these observations under pressure of time for the mail in the midst of other work, and I have to ask your Lordship's kind indulgence for what may be wanting. They are limited to a narration of fact. I have not as yet had opportunity to notice various points in the evidence which require reference to numerous documents and papers and I would therefore ask leave to submit my observations on these at a later date.

77. My own term of office is just approaching its termination, but I would venture to make an earnest appeal to your Lordship on behalf of Dominica. It is true that with the Floating Debt Dominica owes 60,000*l.*, but another 70,000*l.* to 100,000*l.* ought to be expended in piercing the Island with roads suitable for wheels at the three points where depressions in the mountain ridge make it practicable to carry roads across the Island and open the lands for profitable cultivation. The price of the land which was withdrawn by the Crown considerably exceeded even the larger sum of 160,000*l.*, and if this matter cannot be re-opened the assistance granted to Mauritius of a loan at the lowest interest would place it within the power of Dominica to meet the charges out of existing taxation with all the exemptions recommended by the Royal Commissioner. The fertile land has been there and unused labour, but the bulk of the people are poor because the land is closed by the natural difficulties of the conformation of the Island. It has been demonstrated that roads suitable for wheels can be made at moderate cost across the Island, and the roads in the mountainous districts of Guadaloupe are there as further demonstration if it be required. In no other colony has the price of the land been withdrawn and the land itself left inaccessible.

78. Your Lordship's predecessor intimated that Dominica had improved under my administration. The Royal Commissioner states that a beginning in the direction of increased production is already observable. This can only be because the measures for improvement, whether successful or unsuccessful, have to the extent to which they have been brought enabled the peasantry to increase their cultivation. I appeal to your Lordship not to leave them in the position where striving to cultivate their lands to advantage they are met with the result that in the intense competition and falling in price of all agricultural products they are ruined by the cost and difficulties of transport to the sea-coast, evils which have already crushed out the original French and English settlers in succession.

I have, &c.

(Signed) W. F. HAYNES SMITH.

Enclosure 1 in No. 3.

BALANCE SHEET of the ACCOUNTS of the PRESIDENCY of DOMINICA at 31st December, 1893.

Dr.

Cr.

	£	s.	d.		£	s.	d.
Treasurer (Cash Balance) - - -	1,411	12	4½	Debtors under Loan Acts - - -	40,900	0	0
Roads and Bridges Loan Account - - -	29,527	11	8	Government Officers' Fee Fund - - -	0	4	0
Portsmouth Water Works - - -	205	18	7	Titles to Land Assurance Fund - - -	0	0	0
Portsmouth Drainage - - -	514	14	4	Titles by Registration Forms - - -	0	0	0
Portsmouth Jetty - - -	22	8	11	Deposits to secure duties - - -	0	2	10
Indian River Bridge - - -	41	16	4	Suspense Account - - -	0	0	0
Portsmouth-Lasoye New Road - - -	8,449	11	8½	Registrar and Marshal's Deposit Account - - -	31	8	4½
Melville Hall Bridge - - -	1,230	11	4½	Crown Agents (Current Account) - - -	7,492	4	2½
Water Works Loan Sinking Fund - - -	8,569	3	8	General Government of the Leeward Islands - - -	23,049	13	8
Public Works Loan Sinking Fund - - -	760	9	0	Unrepresented Estates Account - - -	53	18	3
Roads and Bridges Loan Sinking Fund - - -	994	17	11	Post Office Money Order Accounts - - -	189	13	8
Crown Land Fund (Advances Account) - - -	509	16	11½				
Timber Works (Advances Accounts) - - -	-	-	-				
Post Office Money Order Accounts - - -	154	4	11½				
Works Under Loan in 1892 - - -	5,097	15	7				
Suspense Account - - -	33	9	0½				
	52,524	2	5				
Surplus and deficient Account - - -	19,193	2	7				
	£71,717	5	0		£71,717	5	0

(Signed) W. H. PORTER,
Treasurer.

Enclosure 2 in No. 3.

DOMINICA.—ROADS and BRIDGES LOAN ACCOUNT.

STATEMENT showing TOTAL EXPENDITURE (Crown Agents and Local).

Roads and Bridges.	Ironwork.	Local.	Cement.	Total.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Fond Collée Bridges - - - -	113 6 0	328 12 10	70 10 0	
Canefield Road - - - -	169 17 0	962 15 11	13 18 8	
Canefield River Bridge - - -	—	302 6 3½	95 12 8	
Lagoon Nini Bridge - - - -	—	293 14 11	28 10 0	
Check Hall Bridge - - - -	—	264 9 9	82 19 4	
Fromage and Beyonne Bridge -	113 2 0	308 14 9	48 15 4	
Trois Pointes Bridge - - - -	—	80 16 6	—	
Beauséjour Bridge - - - -	75 8 1½	96 14 3	27 17 4	
Abriocot Bridge - - - -	75 8 1½	72 2 6	39 18 0	
Mahaut Road - - - -	—	613 11 3	4 8 8	
Belfust Road - - - -	—	505 6 8	36 14 8	
Belfust Bridges - - - -	251 9 2	585 6 2½	130 9 4	
Hertford Bridge - - - -	30 3 3	57 3 6	8 17 4	
Hertford Road - - - -	—	137 13 3½	8 17 4	
Tarrow Hill Road. - - - -	—	250 7 9½	—	
Tarrow Bridge - - - -	113 6 0	151 8 9	59 10 8	
Tarrow Road - - - -	—	112 19 2½	—	
Abbot Bridge - - - -	—	37 4 2½	22 16 0	
Victor Bridge - - - -	—	0 14 0	—	
Layou Bridge - - - -	—	388 4 3½	114 0 0	
St. Joseph Bridge - - - -	—	92 11 5½	—	
Coulubistrie Bridge - - - -	—	25 11 8½	—	
North River Bridge - - - -	177 2 5	350 10 3½	25 19 4	
Woodford Hill Bridge - - - -	—	90 10 4	—	
Londonderry Bridge - - - -	331 8 1	256 4 7	—	
Melville Hall Bridge - - - -	—	380 17 2½	96 5 4	
Layou-Windward Survey - - -	—	612 14 0	—	
Roseau-Layou Road Survey - -	—	38 18 2	—	
Roseau-Layou Road upkeep - -	—	117 0 6½	23 18 0	

Roads and Bridges.	Ironwork.			Local.			Cement.			Total.		
	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Copt Hall - - - - -	—	—	—	1,786	10	7	—	—	—	—	—	—
Roseau Streets - - - - -	—	—	—	1,465	11	4½	157	14	0	—	—	—
Back Drain - - - - -	—	—	—	317	17	4	28	10	0	—	—	—
Savanno Park - - - - -	—	—	—	232	15	9½	46	17	4	—	—	—
Portsmouth Swamp Survey - - - - -	—	—	—	3	10	0	—	—	—	—	—	—
Portsmouth Drain - - - - -	—	—	—	304	2	10	15	13	4	—	—	—
Portsmouth Water Works - - - - -	—	—	—	149	5	5½	—	—	—	—	—	—
Portsmouth Jetty - - - - -	—	—	—	402	10	2½	—	—	—	—	—	—
Portsmouth Street - - - - -	—	—	—	64	15	5	—	—	—	—	—	—
Portsmouth Latrine - - - - -	—	—	—	7	8	0	—	—	—	—	—	—
Sugar-loaf flat Road - - - - -	—	—	—	112	14	6	—	—	—	—	—	—
Survey Windward Coast - - - - -	—	—	—	22	9	7	—	—	—	—	—	—
Roseau Embankment - - - - -	—	—	—	55	19	5½	3	2	8	—	—	—
Lasoye Road - - - - -	—	—	—	38	9	0½	—	—	—	—	—	—
Basin Will House - - - - -	—	—	—	98	1	4½	—	—	—	—	—	—
Waterfall Road - - - - -	—	—	—	4	3	4	—	—	—	—	—	—
Bath Road and lands - - - - -	—	—	—	13	2	3	5	14	0	—	—	—
	£1,450	10	2	£12,594	11	8½	£1,197	15	4	£15,242	17	2½

Other Ironwork for Bridges.

	£	s.	d.	
Eight Spans unerected (Roseau and Layou Road) - - - - -	330	11	0	
Layou Bridge - - - - -	1,465	16	2	
Check Hall - - - - -	130	1	5	
Coulibistrie - - - - -	228	0	10	
Melville Hall - - - - -	715	18	2	
Lance de Mai - - - - -	314	3	4	
Woodford Hill - - - - -	402	3	7	
Indian River (less one span at Belfast) - - - - -	590	17	5	
	4,177	11	11	
Cement used by Mr. Blanc - - - - -	145	0	7	
Salaries and Allowances - - - - -	3,158	8	2½	
Passages - - - - -	75	0	0	
Horse allowance - - - - -	437	8	4½	
Transport - - - - -	504	18	0½	
Hospital expenses - - - - -	6	18	4	
Stationery - - - - -	83	16	5½	
Surveying and drawing instruments - - - - -	87	16	8	
Charts and drawing materials - - - - -	18	17	7	
Painting, removing, and landing Bridges - - - - -	169	14	7	
Machinery and Stores: - - - - -	£	s.	d.	
As detailed - - - - -	3,535	17	0	
Stone-breaker (local) - - - - -	10	1	10	
	3,545	18	10	
Less Cement charged under bridges - - - - -	1,342	15	11	
	*2,203	2	11	
Miscellaneous, Crown Agents - - - - -	311	9	9	
Miscellaneous, Local - - - - -	442	17	7½	
	754	7	4½	
Depôt Wages - - - - -	296	1	3	
Depôt Stores - - - - -	*1,411	17	9½	
Special Works - - - - -	697	6	8	
Items not charged to any particular work - - - - -	219	7	8	
Portsmouth-Lasoye Road - - - - -	8,377	3	8½	
Melville Hall Bridge - - - - -	941	4	7	
Indian River Bridge - - - - -	41	16	4	
	9,360	4	7½	
	39,050	16	3	
Unadjusted difference - - - - -	66	6	6½	
	£39,117	2	9½	

	£	s.	d.
* In store - - - - -	1,356	5	4
At Portsmouth - - - - -	122	5	1
Lent, used by Col. Engineer or in his Depot - - - - -	1,133	3	0½
Used on various works, general use and not specially charged - - - - -	1,003	7	3
	£3,615	0	8½

No. 4.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received May 31, 1894.)

[Answered by No. 7.]

Government House, Antigua,

My LORD,

May 12, 1894.

I HAVE the honour to ask your Lordship's permission to submit, in continuation of my despatch of the 23rd of April,* the following observations with respect to the working of the confederation of the Leeward Islands.

2. The confederation of the Leeward Islands was brought about to remedy the evils which had been experienced in the then existing form of government, under which each Island was administered by a separate Lieutenant-Governor and a local administration. Lord Granville, in his Despatch of the 21st of June, 1869, stated that the object Her Majesty's Government had in view was to unite these Islands "into one Colony, with one Governor, one Legislature, one Treasury and Audit Department, one Code of Laws, one Police Force, and one system for the administration of Justice." Lord Kimberley, in his Despatch, of the 7th of September, 1871, stated that the confederation restored to the Leeward Islands their ancient and natural union, the revival of which had occupied the attention of his Lordship's predecessors during a period of thirty years. The Royal Commissioners of 1884, who specially investigated the subject, and who had the advantage of seeing all the Islands, and hearing the evidence of those who objected to confederation, arrived at the conclusion that federation had not succeeded fully because there had only been a partial adoption of the principles of union.

3. I venture to submit my observations to your Lordship, because I believe that the welfare of the people of these Islands, and especially of the unrepresented classes, depends in a great measure on completing this true union; and because the desire for local administration in each Island can never be met by a mere change in the form of the executive, unless powers of administration are given to local bodies. The natural desire for local administration can only be satisfied by making a careful discrimination between the matters affecting the interests of the Colony as a whole, and the questions affecting each Island, and by leaving all purely local questions to be dealt with and worked out by the residents in each Island, acting for themselves and by their own officers.

4. Actual confederation has never yet been fully worked out, although progress has been made during the last six years in drawing the different Presidencies of the Colony into closer union. The proposals for empowering the General Legislative Council to legislate on all subjects except the levying of taxation have been embodied in a Bill, which has been reserved for the signification of Her Majesty's pleasure. These proposals require some modification, but taken with the subsequent action of the different local Councils, they contain, as I venture to hope, the basis for a political constitution which would not only give to each Island the combined force of the United Colony, but allow to each Island full local administration.

5. Each Presidency had formerly its own system of taxation, but there is now one uniform tariff of Customs and Excise duties throughout the Colony. The Post Office charges and stamp duties have been made uniform. The taxes on property differ in name and manner of assessment, but are nearly uniform in relation to values, and the licence duties, which, generally speaking, are very moderate, are being assimilated.

6. There is practically now one Code of Law as regards all matters of importance, and there is one system for the administration of Justice. The Prison Service has been made in terms one service, and the records of serious crime show the benefits. Regular steam communication has been established, and the facilities thus afforded, and the passing of one uniform tariff of Customs duties, have led, as before mentioned, to a growing increase in the internal trade from 27,978*l.* in 1890 to 42,191*l.* in 1893.

7. This preparation has made possible a settlement of the question on principles which have been worked out in large countries, namely, that the Customs and Excise duties should be applied to the general government of the Colony, leaving all local taxation to be administered by the residents in each Island for local purposes.

8. Accordingly in my Despatch of the 7th February 1893rd, I asked your Lordship's permission to propose the amendment of the constitution of the General Legislative Council on a thoroughly liberal basis, and giving the Elective section a majority of votes. In that despatch I proposed that all the existing services and institutions should be secured, but that all questions should be left to be dealt with by the Council, and on receiving your Lordship's instructions I had prepared the proposals for completing the union of the Colony as regards all matters affecting the general interests of the Colony, leaving for local administration by the residents themselves in each Island all local questions. All existing taxation is enforced by permanent laws, and no abrupt changes could be carried out to the injury of vested interests, or, in fact, any changes without the sanction of the Crown. The proposals, however, remained in abeyance as Dominica was receiving your Lordship's special consideration.

9. These proposals were that the Customs and Excise duties, the fines and forfeitures under the general law, and the revenues from stamp duties and the Post Office, which are paid and received for general services of the Government should be appropriated for the maintenance of the General Government, including the payments of the charges for the Public Debt of the various Presidencies and the payment of all pensions. All the taxes on property and the personal taxes, such as the road tax and the duties for licences, would then be applied for purely local purposes, and administered by the residents in each Island acting by their own officers.

10. The question as to the best method to adopt for the collection of the local taxes was one which received much consideration, and it seemed simpler and much more economical to propose that the existing machinery should be used until the system was consolidated, and that the General Government should therefore collect all the taxation as at present, and as it could do. The Government could then hand over the amounts to the proper local authorities for administration within the assigned limits.

11. The existing scheme of taxation lends itself to this division. The following statement shows the total general revenue on one side and the total general charges on the other.

Total General Revenue.		Total General Charges.	
	£		£
Customs - - - - -	63,792	Public Debt - - - - -	15,109
Package and tonnage dues - - -	7,394	Pensions - - - - -	4,912
Excise - - - - -	14,869	General Administration, including all offices for collection of revenue - - - - -	15,256
Liquor and still licenses - - -	4,516	Legal Department and Magistrates - - - - -	9,624
Post Office - - - - -	3,814	Police - - - - -	8,980
Miscellaneous general revenue - -	2,698	Prisons - - - - -	4,232
		Education - - - - -	14,324
		Post Offices - - - - -	5,463
		Miscellaneous Services - - - -	8,506
		Federal Steam Service - - - -	3,000
	£97,083		£89,406

12. The details are given in the statements annexed to this despatch. The charges not fixed are growing charges, such as those for education, and some margin is required. If the Preventive Service is well organised and smuggling is checked, the duties now uncollected would pay the charges for the public works which are still required for general improvement.

13. In the detailed statement the charges for the Public Debt are shown for each Presidency, and until the Public Debt is consolidated, the receipts from the Customs of each Presidency could be first applied to meet these charges, and if the public works

for which these charges were incurred were special, as in the case of the improvement of the harbour at St. John's, the special dues levied in respect of the benefits given would of course be also paid in. The receipts in each Presidency from the sources of revenue appropriated for the General Government could be kept separate if it were so desired.

14. A sum amounting to between 35,000*l.* and 40,000*l.* annually received from taxes on property and personal taxes and the licence duties would then be administered locally for local objects, including the maintenance of the road hospitals and poor relief. The question as to the Medical Service is one of doubt, and therefore a margin has been suggested as regards the revenue to secure the interests of officers at present holding office. The question may be much modified if what has been suggested as regards friendly societies and the provisions for old age can be worked out, but I think the wishes and wants of the residents would be met by making medical relief one of the subjects for local administration. The hospitals are now under local boards, but the boards would then have greater powers and make their own arrangements, and a standard could be maintained by an inspection of hospitals. The provision for lunatics, as being dealt with in a general asylum, it is proposed should be a charge on the Colony as a whole.

15. If these changes were applied to Dominica on the existing taxation, a sum of 9,000*l.* would be left to be administered by the residents without interference by the General Government except as regards audit, and all local matters, such as the maintenance of existing roads, hospitals, towns, and poor relief would be dealt with by them.

16. In Dominica the unoccupied Crown Lands are a special feature of importance, and, as I have before submitted, are property of which the proceeds, as they can be realized, seem the proper source for meeting special charges for the works and roads necessary to make the lands accessible; and might either be administered locally or by a special authority as may be thought best.

17. It is quite possible that with the improved system for the collection of Customs and Excise, and with an efficient Preventive Service, the amounts for the liquor and still licences could be given to the towns and districts for their special work.

18. A system of administration such as has been indicated would produce a real union of the Colony, and leave to local activities what can be best carried out by their agency. It would be intelligible and the distinction worked out is a real one, and it would satisfy the desire which has been often expressed for further local administration. The General Government would then only have to dispose of the questions which concerned the General Government, and these could in all cases be promptly dealt with. In all other matters the General Government would only be called on by way of appeal or to render assistance.

19. Confederation in Dominica has had to encounter several special obstacles. The depression which became acute in 1883 has led to constant changes. At the request of the Elective section of the House of Assembly, the offices of President or Commissioner and of Treasurer were amalgamated. This was subsequently objected to and altered, and the Commissioner was appointed to perform the duties of a Resident Magistrate. This was also objected to, and and at the like request of the Elective Members has been again altered, and the Commissioner has been relieved of all other duties, but this last change has only just been made. The effect of these frequent changes has naturally tended to produce a certain unsettlement of feeling.

20. In considering the objections urged against Confederation which have been made to me while I have been in the Colony, I have found that when traced home they are principally social questions. These are no doubt important, and at an early date after my arrival. I brought one aspect of the question, as regards the occupation of Government House by the Governor alone under the consideration of the Secretary of State as a matter involving larger matters than the temporary accommodation of the Governor.

21. The total cost of confederation to Dominica is 1,841*l.* 8*s.* 2*d.* distributed under ten heads. The first item is Pensions, 149*l.* 14*s.* 8*d.*, and this sum, if pensions are continued at all, will rather be enlarged than made smaller, if, instead of paying $\frac{1}{4}$ of the pensions

of the staff of the Colony in respect of their services in Dominica, the whole of the pensions for special officers working in the Island were charged on the Island. The charge of 60*l.* 18*s.* 9*d.* for the General Legislative Council would disappear. The two next items are for the proportion of the Government Secretariat, 165*l.* 18*s.* 9*d.*, and for the Audit Department 135*l.* 18*s.* 9*d.*, and the work represented by these charges would have to be done, but assuming that the work was thrown on the local staff and without adverting to the question of efficiency, the total saving would amount to 362*l.* 16*s.* 3*d.*, to which would be added 56*l.* 5*s.* under Port and Marine, making 419*l.* 1*s.* 3*d.*, against which there would necessarily be some charges for clerical work, even if the duties of the Secretariat and Audit were thrown on the local staff.

22. The next item is 782*l.* 16*s.* 3*d.* for the Legal Department, and the security for life and property which confederation has conferred on the Island in regard to the administration of justice was so well appreciated that no objection could be formulated, and it was sought to retain it, but it would be impossible except by compulsion on the remaining portion of the Confederation to continue this portion of the results of confederation at the same cost. Dominica now has the services of a Chief Justice and two Puisne Judges, one of whom is resident in the Island and the services of the two Law Officers of the Crown, for the sum of 782*l.* 16*s.* 3*d.* annually. The Junior or Resident Judge receives a salary of 800*l.* per annum, and the other Leeward Islands could hardly provide Dominica with the services of the Chief Justice and the Senior Puisne Judge without charge, but if the cost to Dominica were to be maintained at the present figure they would not only have to do this but to pay a portion of the cost of the salary of the Resident Judge in return for his services in the other Islands, and even in this case Dominica would have to provide for its own Law Officer.

23. The next item, 225*l.*, is placed under the head of Education, but this sum includes the proportion of the general charges for Education and the examination of schools and training of female teachers, and also for the Agricultural Department. The true interests of Dominica are bound up in making the people, who now only speak a foreign patois, an English-speaking community, and to do so is essentially one of the first and most important steps for their progress, and I cannot but fear that dissociation from the English-speaking communities must retard this result.

24. The item of 140*l.* 12*s.* 6*d.* for the proportion of the charges for general stationery and telegrams would have to be met in another form, and is a sum below the proportion of the actual disbursements, and there would be an increase for these objects. This item also includes the proportion for the Supernumerary Medical Officer, who is principally required for Dominica. The next item is 25*l.* 6*s.* 3*d.* for the proportion of the general charges of the Post Office, and this would necessarily be increased.

25. The remaining item is 98*l.* 17*s.* 3*d.* for the proportion of the general charges of the Police Force. It is, I believe, a hopeless task to attempt to raise and maintain an effective Police Force in each Island. I have explained at length to your Lordship, in my Despatch of the 19th of February last,* my reasons for believing that no thoroughly effective Police Force can be organised for the Colony unless provision is made for enlisting lads before their habits are formed, and training them for the Service. With the whole Police Force of the Leeward Islands to draw on it is now a matter of constant difficulty to supply the sick-vacancies in Dominica. The young native men of Dominica, after their free life on the hill-sides, have always been unwilling to submit to the discipline and the night duty exacted from a police constable. Dominica now has the allotted number of men constantly maintained as effective, and the cost of supporting and nursing the sick and disabled practically falls on Antigua and St. Kitts.

26. The contribution from Dominica for the Federal steam service is admittedly below the proper proportion, being only 550*l.* per annum, while the service provides a weekly route to Dominica entailing steaming over some 12,000 miles annually. Formerly the prices for the ordinary necessities of life varied greatly in each Island, and one unrecognized advantage of the Federal steam service has been to reduce the prices of these necessities to the poor, an advantage which has not always been appreciated by the local trader.

27. Dominica therefore receives from confederation services which cannot be obtained at so small a cost as is now charged. Each item has been mentioned, and the gross saving which is possible on the one hand is some 419*l.* 1*s.* 3*d.*, against which there must be charges for clerical assistance, and increased charges for the various

* Not printed.

Departments before mentioned, which, judging from my experience of the Colony, could not be met by this sum. There would also be the increased charges for the accommodation and maintenance of prisoners and lunatics, even if buildings were not required, besides the difficulty of maintaining an equally efficient service in these particulars; and there would be difficulties in effecting any special arrangements, as the elective and unofficial element in the Councils would have great objection to the Colony being made use of except for its own component Islands.

28. I believe no saving could be effected by withdrawal from confederation; while under a system of administration in which the general services would be administered by the General Government, the Legal Department would be continued, the Customs and Excise duties would be collected, and the Police Force made efficient, and if this were done, the smuggling and illicit trade which have worked so much evil in the Colony, and especially in Dominica, could be put down, and the 3,000*l.* per annum which is lost to the Island on the present consumption of dutiable commodities would be gained for the revenue.

29. After patient consideration for some years of the questions which are involved, and having acquired an intimate knowledge of all portions of the Colony, and after hearing the opinions and views of all classes in each Island, I believe, if I may say so without presumption, that the true note was struck for the welfare and progress of the people of these Islands when it was stated that Her Majesty's Government desired their complete union, and this union can be fully carried out to their lasting benefit, and at the same time full and free powers can be granted to each Island to control and administer its own local affairs.

I have, &c.
(Signed) W. F. HAYNES SMITH.

Enclosure 1 in No. 4.

Receipts.	Receipts of 1893.	Disbursements.	Expended in 1893.
Customs:	£	Public Debt	£
Alcoholic	12,487	Pensions	15,109
Other than Alcoholic	51,305	Legislatures	4,912
Excise	14,869	Secretariat	553
Liquor and still	4,516	Commissioners	1,050
Stamp duties	901	Treasury and Customs	2,269
Post Office	3,814	Audit	8,083
Agricultural	70	Lights, buoys, transport	939
Fees of court and office	1,185	Legal	967
Rents of Government property	219	Magistrates	6,078
Package dues, &c.	7,394	Police	3,546
Warehouse rent	323	Prisons	8,980
		Lunatic Asylum	4,232
		Education	1,803
		Agricultural	14,324
		Registration and Vaccination	443
		Post Offices	1,026
		External telegraphs	5,463
		Public Works Department	2,009
		Printing, stationery, telegrams, &c.	2,360
		Federal Steam Service	2,258
			3,000
	£97,083		£89,406

Enclosure 2 in No. 4.

Island or Presidency.	Customs Duties collected in 1893.	Charges on account of the Public Debt.	Balance.
Antigua	£ 28,215	£ 7,478	£ 20,737
St. Kitts-Nevis	24,178	4,129	20,049
Dominica	7,334	2,377	4,957
Montserrat	3,580	1,125	2,455
Virgin Islands	485	—	485
Total	63,792	15,109	48,683

Enclosure 3 in No. 4.

DOMINICA.

Heads of Receipt.	Collected 1893.	Estimated 1894.
Harbour dues	£ 202	£ 200
Buoy fees	44	50
Jetty rates	1,010	1,400
Licences and taxes	5,494	6,320
Rates	88	120
Fines and forfeitures under special Acts, such as Road Acts	704	800
Hospital and cemetery	32	30
Markets	71	65
Miscellaneous	53	35
	7,698	9,020

No. 5.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received June 14, 1894.)

[Answered by No. 7.]

Government House, Antigua,

May 28, 1894.

MY LORD,

In continuation of my despatch of the 23rd of April last* I have the honour to ask your Lordship's permission to submit the following observations on the system of taxation in Dominica.

2. The Royal Commissioner recommends that there should be certain exemptions and reductions from the existing taxation, amounting in the whole to 425*l.* annually, and that additional taxation should be imposed estimated to yield, with the increased collections on tobacco, 1,690*l.* The exemptions and reductions are that house property with a valuation not exceeding 20*l.* should be exempted from House Tax, and that the tax on land with a valuation not exceeding 40*l.* should be reduced from 2 per cent. to 1 per cent.; that persons should be exempted from payment of the Road Tax in respect of a property qualification where the value does not exceed 50*l.*, and that the licences for boats on the Windward Coast should be reduced from 5*l.* to 2*l.* per foot. He estimates that the not increase will be 1,265*l.* He considers that the system recently introduced for the prevention of smuggling in rum will yield another 1,000*l.*, that there will be a saving if confederation is abolished of 500*l.*, and that the 500*l.* now

expended from the General Revenue on Roseau should be raised by a special tax on property in the town, leaving an estimated surplus of 265*l*.

3. The view I have for some years past endeavoured to place before the Colonial Office is that the existing taxation is ample and sufficient to meet all the wants of the Island if the Colonial Government are strong enough to collect it, and I have endeavoured in my recent despatch to show that it has taken years of strenuous efforts to bring about even an approximation to a proper collection of the internal Revenue. All the total exemptions, amounting to 425*l*., recommended can be granted if only the Colonial Government can collect the taxes which remain, and there is, in my view, no necessity for any additional taxation. As regards any revision of the Customs Duties it appears futile to increase the Customs Duties when at the present moment the existing duties cannot be collected, and the Royal Commissioner is in error in concluding that the smuggling in tobacco can be stopped by merely prohibiting the export in bond. The Colonial Government have information of the destination of the shipments of importance from Dominica. One of the last large shipments was seized by the French Authorities and the shippers must have lost heavily. The bulk of the tobacco is smuggled into Dominica from abroad, and no further sum can be obtained from Customs Duties or from tobacco or rum unless the Colonial Government are strong enough to stop smuggling into Dominica. If this is done the 3,000*l*., or 4,000*l*., which is now lost to the Revenue can be obtained, and there is no need for any further alteration.

4. To be successful in stopping smuggling the Colonial Government must secure the passing of the necessary laws and have sufficient force before acting. If they are thus strengthened before commencing to act, and due notice is given, there will be no friction, for those engaged in smuggling will realize that they cannot evade the law, while if the matter is not taken up in a manner which will at once ensure detection there will, I fear, be constant difficulties. The social conditions of the Island and the position of the persons who are engaged in illicit trade make the stopping of smuggling a serious task, but if the subject is dealt with in the same manner as it has been dealt with in St. Kitts-Nevis I believe that the smuggling into Dominica can be stopped. The Colonial Government have the friendly assistance of the French Authorities.

5. The financial scheme recommended by the Royal Commissioner depends on an estimated increase of 500*l*. from the raising of the tariff of Customs Duties, of 600*l*. from improved collections on tobacco, and of 1,000*l*. from improved collections of the rum duties, or 2,100*l*. in all. These sums, I am convinced, cannot be obtained unless smuggling is stopped, and smuggling cannot be stopped unless the means I have submitted are adopted. While if they are adopted the present tariff on the existing consumption of dutiable articles will yield fully 3,000*l*. additional and there is no necessity for further taxation.

6. I have, in paragraphs 21 to 27 of my Despatch of the 12th instant,* specified each item of expenditure which is incurred by Dominica for Confederation, and have shown that so far from Dominica gaining by withdrawal from Confederation the Island would suffer severely in a pecuniary point of view, and would lose the other weighty benefits mentioned in my despatch. No saving could, I think, be obtained from this source, and the result, instead of saving, would necessarily be an increase in the expenditure.

7. The remissions on the House and Land Taxes which are recommended are estimated to amount to 300*l*. The question has been carefully gone into and I believe it will be found that it is best to take one uniform limit for the exemptions both for lands and houses. The present limit is 5*l*. for all property. The Royal Commissioner recommends that the limit of exemptions for houses should be 20*l*. and there should be a reduction in the tax on lands under 40*l*. in value. In my former despatch I propose that the limit of exemption should be uniform and fixed at 50*l*., but this seems unnecessarily high, and as there is no particular principle involved in the amount to be taken as the limit, I would propose, after consultation with Mr. Baynes, the Acting Commissioner, that the limit should be taken at 25*l*. and that all property under that value should be wholly exempted from the taxes. The grounds for recommending one uniform exemption are to simplify the assessment roll and to reduce the number of properties on which collections have to be made, and the reason for taking 25*l*. as the limit is that properties above that value are properties in respect of which some taxation should be collected. As showing this I annex the particulars of such properties in

the two Parishes first on the rolls. If this free exemption were granted up to 25l. the property taxes would yield —

Land Tax	£
House Tax	1,633
	627
Total	<u>2,260</u>

showing apparent loss on the estimates of 590l., but the remainder could be collected without difficulty, and the loss is more apparent than real, for it has not been possible to collect all the small amounts. If properties could be valued by an official Board at, say four-fifths or even three-quarters of their actual value, the rate of taxation could be reduced by one-half and the yield, fairly apportioned, would be some 3,200l., while all injustice or hardship could be prevented by giving an easy appeal to the Courts of Law.

8. The question of licences has been under consideration for two years, and a Bill was prepared to settle all pending questions on this subject, but, for the reasons previously stated, the matter has stood over, and the laws imposing the licence duty have been renewed until the end of the present year.

9. Any withdrawal of the exemption from the licence duty for horses would create as much friction as would be allayed by giving a reduction on the boat licences. They are both the means of locomotion, and the amount of the Revenue to be derived would be trivial. I think, therefore, it would be inexpedient to alter these exemptions. The proposed new licence to export, which is estimated to yield 100l., would be surely used against the small growers to depreciate the price of their produce, and any law requiring such licences would tend to strengthen the combination against the peasantry, who have only small parcels to sell and who cannot themselves export, and who would have to accept what a small band of licensed buyers might agree amongst themselves to offer.

10. These alterations as to licences, and the extent of the exemptions touch, however, only the fringe of the subject. The cause of the existing financial difficulty in Dominica is that the main sources of Revenue cannot be properly collected, in consequence of an organized system of illicit trade, which can only be broken up by using the same means as have to be adopted in all other countries. If it is decided that this shall be done, and the illicit trade is effectually put down, the Revenue will receive the proper yield on the actual consumption, and the amount which is now lost will be sufficient to enable the Island to meet all its expenditure and to provide for its future development.

11. As regards the town of Roseau, the property in it is now assessed for taxation for the General Revenue, and therefore if the cost of the up-keep of the town is to be withdrawn from the General Expenditure, and paid from moneys raised by an additional rate on property, all these properties will have to pay a double tax. The cases of the hardest poverty are in the town, where many persons have merely a shelter, and have no means, as in the country, of raising more. Any increase in the town taxation would be most severely felt, and there would be the cost of a double collection. I believe this double collection to be unnecessary, and that, as explained in my Despatch of the 12th instant,* the solution is to be found, as regards the towns of the Colony, in arranging that the existing taxation on property should be at the disposal of the Local Authorities.

I have, &c.

(Signed) W. F. HAYNES SMITH.

Enclosure in No. 5.

PROPERTIES, exclusive of House Lots, valued at from 25*l.* to 50*l.*, both inclusive.

Number.	Acres.	Houses, Mills, &c.	Value.
ST. PAUL.			
A. 4	33	New Providence Estate. Iron Mill	£ 40
B. 3	10	Two houses	40
B. 11	18	One house	25
B. 17	46	One house. Cattle mill	40
B. 18	4	One house. Cattle mill	30
C. 13	100	One house	50
C. 14	3	One house	25
C. 28	8	Rose Hill Park	30
D. 13	2	One house	25
D. 16	135	Two houses	50
F. 15	130	Lower Mount George (J. Fabelle)	50
F. 19	80	One house. Bernard (Mr. Frampton)	40
G. 2	40	One house	40
G. 12	115	Mount Anthony } R. H. Gordon	50
—	34	Morne Prosper }	
H. 1	81	One house	50
J. 5	6½	Two houses. Cattle mill, boiling house, farine pan, &c.	40
J. 17	95	One house	50
J. 28	18	One house and one lot	40
J. 55	15	One house. Cattle mill, boiling house, &c.	40
J. 67	15	One house	30
L. 15	82	One house	40
L. 24	1½	One house and one lot	25
L. 27	9	Two houses	35
L. 39	80	One house	40
L. 45	13½	Two houses	25
L. 48	20	One house	35
N. 2	2	Two houses and two lots	30
P. 12	6	Two houses	50
R. 1	10	One house	50
R. 2	2½	One house and one lot	25
R. 7	5½	Two houses and one lot	25
S. 1	47	One iron cattle mill	35
T. 1	48	One house	25
T. 2	30	One house. Wooden coffee mill	30
W. 1	52	Cattle mill with buildings	50
W. 11	29	Carrelle (Dr. Williams)	50
ST. PETER.			
A. 2	18	Wooden mill and boiling house	35
A. 6	8	One house	25
A. 10	30	One house	30
A. 11	58	One house	40
A. 15	7	One house. One coffee mill	45
A. 16	50	One house	50
A. 19	15½	One house	25
B. 2	26	One house	40
B. 4	11	Wooden mill and boiling house	30
B. 12	7	One house	30
D. 8	10	Two houses. Iron mill, boiling house	50
D. 14	28	One house	40
D. 13	10	One house	40
D. 16	15	Wooden cattle mill, boiling house	50
F. 1	68	One house	50
F. 4	4	One house	25
G. 1	3	One house	20
G. 3	5	One house. Wooden mill, boiling house	50
G. 10	4½	One house	30
G. 11	10	Wooden mill, boiling house	40
G. 19	35	One house. Wooden mill	45
G. 25	13	One house	30
G. 27	15	One house	42
G. 32	30	One house	40
G. 41	40	One house	45
J. 2	4	One house	30

Number.	Acres.	Houses, Mills, &c.	Value.
J. 3	10	One house. Wooden mill	£ 30
J. 4	7	One house	30
J. 8	6	One house and one lot	30
J. 14	24	One house, one iron cased mill	50
J. 17	20	-	35
J. 23	6	One house, iron mill, and boiling house	40
J. 31	9	-	35
J. 32	10	Wooden mill, and boiling house	30
J. 33	14½	-	35
J. 38	12	One house	30
J. 40	10	One house	25
J. 41	4½	Wooden mill and boiling house	30
J. 49	4	-	30
J. 70	10	Wooden mill and boiling house	50
J. 72	7	-	25
J. 77	10	One house	25
J. 85	8	-	40
L. 4	25	Two houses	30
L. 10	40	-	40
L. 13	9	Wooden mill and boiling house	40
L. 14	10	One house	25
L. 17	16	-	25
L. 23	23½	One house	45
L. 32	66	Iron mill and boiling house	50
L. 40	20	-	50
L. 42	144	-	50
L. 43	50	-	25
L. 45	60	-	30
M. 6	22	-	40
P. 2	10	One house	40
P. 4	31	-	35
P. 15	20	-	30
P. 17	12	One wooden mill, and boiling house	40
Q. 1	9	One wooden mill and boiling house	30
S. 3	5½	One house	27
S. 5	19	One house and wooden mill	50
S. 7	10	-	25
S. 11	3½	-	25
S. 14	5	One house	25
S. 16	6	-	45
S. 18	8	One wooden mill and boiling house	45
S. 19	10	-	30
S. 22	8	-	25
S. 27	10	Wooden cattle mill and boiling house	40
S. 34	6	-	25
S. 39	10	-	30
S. 40	7	Three houses. Wooden mill and boiling house	50
T. 2	10	One house. Wooden cattle mill	25
Z. 2	12	One house	50

No. 6.

SIR W. F. HAYNES SMITH to the MARQUESS OF RIPON.

(Received June 14, 1894.)

[Answered by No. 7.]

Government House, Antigua,

May 28, 1894.

My Lord,

I HAVE the honour, in continuation of my Despatch of the 23rd of April last,* to ask your Lordship's permission to submit the following observations on the subject of the Crown Lands and Surveys in Dominica.

2. The Royal Commissioner states that the Government have no means of knowing whether the lands on which many persons are living are their own private property or whether they are the property of the Crown; but this is not correct and the Government not only have the means of knowing, but do by their own proper officers know, the Government lands. There may, of course, be questions as to where any particular

No. 3.

B b 4

boundary line may fall in an uncultivated country covered by forest and intersected by deep ravines, because the lands are not occupied, in fact, or cultivated, but the titles to all lands are recorded and the records compare favourably with those in some of the other West Indian Islands. No title except by prescription is good except on documents which have been duly recorded in the Registrar's office and the titles to all lands can be readily traced in these records. The records of the transactions with Crown Lands, considering the circumstances of the Island, are, I think, unusually clear.

3. One of the reasons for the appointment in 1888 of Government officers in each district was to keep a watch on the Crown Lands and prevent that constant pilfering and increasing the area of properties by insensibly shifting boundaries and so extending the occupation where the lands were bordered by Crown Lands. In fact, it was put forward as one of the grounds of complaint alleged at La Plaine that the Government were too strict in this matter, and had brought up persons who had persistently trespassed by clearing "gardens" or small holdings on the Crown Lands and refused to quit after due notice. I have always believed that to allow promiscuous squatting on the Crown Lands in small patches would be to greatly injure the Island and steps have been taken to prevent it.

4. The Title by Registration Acts at first sought to give an indefeasible title to the person obtaining a certificate of title, and the Government were required to make good from the Assurance Fund loss arising from a mistake of parties or of the Surveyor or of the Judge. This was an intolerable position both for a man's neighbour and for the public, who were made liable for any mistake, as a man might lose a large portion of his property in consequence of his neighbour delineating on a plan what he did not possess and the public were to pay the costs. The Judges attempted to mitigate the harshness of this by rules requiring notice to be given to adjacent proprietors, but the rules were not fully understood anywhere, and certainly not amongst a people who did not read or write and only spoke a foreign patois. The law has been altered in some respects but it was manifestly contrary to the first principles of justice that the transactions between the parties should prejudice innocent strangers to the transaction, who had no knowledge of them, and the Judges then made a note on the title which, while binding the parties, prevents innocent strangers being prejudiced, and if this were not done the Legislature would have at once to interfere.

5. The Resolution to which the Royal Commissioner refers was brought forward in the House of Assembly with respect to licensing Surveyors, and I pointed out to the members that there was no objection to licensing any qualified person as a Surveyor, but that it would be necessary, before any surveys could be placed on record, so as to operate as evidence against strangers, that due notice should be given and that all such plans should be inspected and passed by an Officer of Government or the Surveyor General, for otherwise, taken in connection with the Registration of Titles Act, a wide door would be opened to fraud and no person could safely advance money on any property in the Island. For if this were not done any owner of property in Dominica would require to keep an agent constantly on the watch in the Registrar's Office, as a plan might at any time be attached to an incumbrance or conveyance which might defect his title. This was so self-evident that the matter dropped.

6. The people in Dominica seldom attempt to bring their lands under the Title by Registration Acts, except where large properties are concerned or there are special reasons. In the division of properties amongst children there is often no document at all until at length one buys up the interests of the others. These properties could not bear the expense of a survey, and until the family arrangements are worked out a survey would be an useless expense.

7. The Crown Lands are the great asset of the Island and it depends on the manner in which they are dealt with whether the Island becomes prosperous or not. The view I have continuously acted on is that the first step was to construct roads of access to these lands and then to grant the lands for nominal sums on condition that the persons taking up the lands made use of them, and while the conditions should be as favourable and as moderate as possible they should be sufficiently binding to ensure a continuous cultivation. Until these base lines of roads are constructed any attempt to attract people to take up these lands, except on a large scale, would be tempting them to disaster, sickness, and very likely death, and it is because I have felt this very strongly that I have foreborne to reply to the request to draw up statements as to the attractions of these lands. If access be given then the fertility and advantages of the Island can be rightly stated.

8. I have therefore always been opposed to the Crown Lands being frittered away, believing that they ought to be laid out in blocks on proper roads and that to adopt any other course would be to injure the Island. At the same time, where there were any special reasons for issuing grants the applications have been carefully considered and the question as to small holders was tested by the laying out of the Picard Valley in 10-acre holdings. This experiment was inaugurated by my predecessors, but was being completed when I arrived. The holdings have not been taken up.

9. I annex a statement of the total number of applications which for various reasons have not been complied with during the last ten years:—

One in 1884.	Seven in 1889.
None in 1885.	None in 1890.
Two in 1886.	Seven in 1891.
Thirteen in 1887.	Three in 1892.
Fifteen in 1888.	None in 1893.

10. I have, in my previous despatch, endeavoured to explain the cause of the delay on my part in appointing an officer to succeed Mr. Blanc; but that the want of the Government Surveyor was not very urgent is shown by the fact that for the month during which the Government Surveyor has taken up his duties, as I am informed, only one application for a survey has been made.

11. The overdraft on the Crown Lands Fund has been occasioned by the settlement of claims which have been pending for many years before I arrived and as to which the claimants had just claims. They were all patiently and carefully investigated and right was done to them, with the concurrence of the local authorities.

12. What is still required besides constructing the roads is to complete the plans in the manner I proposed in my despatch of 15th December 1892,* so as to show at a glance the lands available to applicants. To go further and to attempt to show private boundaries, so as to bind parties as to boundaries which may alter by subdivision on any death, would require an Ordnance Survey and plans on a large scale, entailing an expense which is not within the means of the Island.

I have, &c.

(Signed) W. F. HAYNES SMITH.

No. 7.

The MARQUESS OF RIPON to SIR W. F. HAYNES SMITH.

SIR,

Downing Street, August 31, 1894.

HAVING received and considered your despatches of the dates noted in the margin,* I have now to convey to you my observations on the

April 23, 1894.

May 12, "

May 28, "

May 28, "

Report of Sir Robert G. C. Hamilton on the condition and affairs of
Dominica, and the decision of Her Majesty's Government as to the
future administration of that island.

The condition of Dominica has been for a long time unsatisfactory. Various forms of government have been tried; under none has the island been prosperous and contented. The circumstances which led to Sir R. Hamilton's visit, and the full and able Report which he has submitted, together with your remarks upon it, show that the absence of prosperity is due more to economic and geographical, than to political, causes.

My predecessor in this Department and I, myself, have already, on several occasions, expressed to you our recognition of your energetic devotion to the interests of Dominica, as well as to those of the whole Colony of the Leeward Islands, and have approved various proposals that you have made for developing the resources and improving the administration of this Presidency. Your despatches under acknowledgment confirm the impression that all the more important questions affecting its prosperity which are discussed by the Royal Commissioner have from time to time received your personal attention, and that, as far as circumstances permitted, you have earnestly endeavoured to solve them.

* Nos. 3, 4, 5 and 6.

In saying this much, however, I must add, that, making every allowance for the effects of the disastrous rain-storm of the 19th of February 1891, the expenditure of the Road Loan Funds, and the subsequent expenditure on Public Works which has so largely created the Floating Debt of the Presidency, present some unsatisfactory features, which, as regards the earlier expenditure, were pointed out in the Secretary of State's despatches at the time; and I am left with a strong impression that the very subordinate position in which the Commissioner of Dominica is placed has been prejudicial to good administration.

The most important of Sir R. Hamilton's recommendations is practically founded on this opinion. He goes so far, in consequence, as to propose that Dominica should be withdrawn from the Leeward Islands Federation and be placed under a Lieutenant Governor. Economy and efficiency of administration can, in his judgment, only be secured by the constant attention and supervision of an officer of responsibility and authority resident in the Island.

In this judgment I so far concur that it seems clear to me that the officer at the head of the local government ought to have greater power, responsibility, and freedom of action than the Commissioner of Dominica now possesses. But it is not equally clear to me that, in order to give him this position, it is necessary to separate the Island entirely from the existing Federation; and there are, on the other hand, many very substantial reasons against taking that step. Your despatch of the 12th of May* sets forth some of the reasons which had already presented themselves to me on a first perusal of Sir R. Hamilton's Report. It seems evident that the disjunction of Dominica would not even result in the financial saving expected by him, but would almost certainly entail some increase of expenditure on establishments, even if efficient provision could locally be made for the requisite legal advice to the Government. Inspection of Schools, Audit, and other services now performed by Federal Officers.

I am, therefore, of opinion that it is advisable to retain Dominica in connection with the Leeward Islands Group, whilst securing greater independence and autonomy in regard to local affairs for the Island, and I have accordingly decided that the Island shall be placed under the local supervision of an officer to be called the Administrator, with powers and responsibilities to be hereafter defined, but approaching to those vested in the Administrators under the Governor-in-Chief of the Windward Islands. I shall take early steps for the constitution of this new office, for fixing the salary, and for the appointment of a suitable officer to fill it.

Sir R. Hamilton proposes that the Legislative Council (Assembly) should consist of seven elected members, four non-official members nominated for the duration of the Assembly by the Lieutenant-Governor (that is, the Administrator) in Council, and three official members nominated by the Lieutenant-Governor (Administrator). This recommendation I accept, and I shall be prepared to advise Her Majesty to assent to a law to be passed by the House of Assembly to give effect to it, subject to the following modifications: (1.) Power to be given to the Administrator in Council to remove a nominated member on the ground of circumstances or conduct rendering him unfit for the position, but not on account of his votes or speeches in the Assembly. (2.) The Attorney-General of the Leeward Islands to be *ex officio* a member of the Dominica Assembly, in addition to the three official members above referred to, who would be public officers in Dominica.

The Royal Commissioner advises that the Executive Council should be composed of leading residents in the island, and of local heads of departments. There will continue to be, as now, three unofficial members, nominated from among leading residents, and the official members will in future consist of the Administrator and three officers of the Local Government, together with the Attorney-General of the Leeward Islands whenever he is able to be present.

The Governor of the Leeward Islands will, when he is in the island, preside in the Executive Council.

Following the order of Sir R. Hamilton's recommendations as summarised on page xxxv of his Report, I need only observe that No. (5) suggests, as do Nos. (8) and (20), administrative procedure which will naturally commend itself to the Administrator. The importance of disseminating information as to the cultivation of marketable

products has already been recognised in practice under your Government, and attention has been continuously given to economy in all departments of administration.

The Commissioner's recommendation, No. (6), that a loan of 30,000*l.* should be raised to pay off the floating debt, has my concurrence, and a Bill for that purpose must be submitted in due course to the Assembly. I regret that the necessity should have arisen of raising this sum, and that I am unable to accept the suggestion made by both yourself and Sir R. Hamilton that I should propose to the Lords Commissioners of the Treasury to apply to the Imperial Parliament for a grant or for the guarantee of a loan, whether limited to the amount above mentioned, or for a larger sum to include provision for further roads and public works with a view to developing the island.

Dominica has already received considerable aid in the shape of a hurricane loan from the Imperial Treasury, and Her Majesty's Government could not expect with any hope of success to appeal to Parliament to make good an administrative deficit in the finances of the island.

As regards the composition of this deficit, I must observe that a considerable proportion of the expenditure on public works that swells it has been incurred on your own responsibility and without the endorsement of votes of the Assembly, or sanction by the Secretary of State. You will recollect that both my predecessor and I have, from time to time, urged upon you the need of caution in undertaking fresh work, and have requested accurate accounts of expenditure. It appears to me very unfortunate that you should have deprived yourself of the support, and the Presidency of the check on expenditure, which the course of action prescribed by the Colonial Regulations and the continuous publication of full accounts would have supplied. It was the duty of your Auditor-General, in which he appears to have failed, to call your attention, and mine, to these irregularities.

Recommendations No. (7) and Nos. (9) to (18) are proposals with regard to taxation and finance, in which I generally concur. I see, however, no sufficient reason for the exemption from horse tax proposed in No. (19), and any simplification of the tariff must of course be considered in connexion with the same question as affecting the other Presidencies.

I should be glad to see established a municipal authority for Roseau which should administer the local taxation. This, however, as you have pointed out, would not give any relief to the general revenue of the Presidency unless double town rates were to be levied.

I do not doubt that you will be able, in concert with the Administrator who is to be appointed, and with the co-operation of the House of Assembly, to obtain the passing of such measures as may be necessary for effecting these financial recommendations of the Royal Commissioner, subject, of course, to alterations in detail that may be seen to be advisable when the Bills are under consideration.

In accordance with Recommendation No. (22) a surveyor has been sent to Dominica, but it has not appeared that there was any pressing demand for his services. And your Despatch of the 28th of May,* shows that the affairs of the Crown Lands and Survey Department in Dominica have not been so much neglected as the Royal Commissioner was led to believe, but that the records would compare favourably with those of the other West Indian Colonies. Your views and policy, as expressed in that despatch, have my approval, and I trust they may be efficiently carried out.

In proposing Recommendation No. (23), that the saving to be effected by the termination of the federal connexion should be applied to subsidise a steamer to ply round the coast, Sir R. Hamilton appears, as has been observed, to have over-estimated the saving that could possibly be so made. And it has hitherto been found impossible to engage a steamer for such a subsidy as the Island could prudently offer. It will be for the Administrator to consider whether this proposal can in the future be carried out, and what further expenditure, if any, is necessary, or advisable, on roads.

Your remarks in paragraphs 20 and 21 of your Despatch of the 23rd April,† respecting the prevalence of smuggling in Dominica, and the means to be adopted for suppressing it, have not escaped my attention. I have noted with much satisfaction the success that has attended your exertions in this direction in St. Kitts and Nevis, and I am prepared to share your belief that the adoption of similar preventive measures may be productive of equally satisfactory results in Dominica.

I trust that the measures which will be adopted, giving effect to a great extent to the recommendations of Sir R. Hamilton, to whom Dominica is much indebted for his careful inquiry and able report, will meet with hearty co-operation from all classes of the inhabitants of the Island, and will conduce to bring about a state of greater prosperity than has heretofore been its lot.

I have, &c.
(Signed) R. P. O. N.

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LVII

HONG KONG.

CORRESPONDENCE

RELATIVE TO THE

OUTBREAK OF BUBONIC PLAGUE

AT

HONG KONG.

Presented to both Houses of Parliament by Command of Her Majesty.
13 July 1894.



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TABLE OF CONTENTS.

Serial No.	From or to whom.	Date.	Subject.	Page.
1	Foreign Office -	1894. May 16	Transmits copy of a telegram from Her Majesty's Minister at Lisbon reporting that Hong Kong is declared to be infected with bubonic plague.	1
2	To Sir William Robinson, Governor of Hong Kong.	May 17 Telegraphic.	Inquires whether it is true that Hong Kong is infected with bubonic plague.	1
3	Sir William Robinson	(Rec. May 18.) Telegraphic.	Reports that there have been nearly 200 cases of bubonic plague to date, from among the lower classes of Chinese; the mortality has been great, but cases of sickness are now diminishing.	2
4	To Sir William Robinson.	May 25	Expresses very great regret at the outbreak of plague.	2
5	Sir William Robinson.	(Rec. June 1.) Telegraphic.	Reports that the plague is increasing, and requests authority to employ convicts in cleansing and disinfecting work.	2
6	To Sir William Robinson.	June 2 Telegraphic.	Instructs him that convicts are not to be employed without their consent where there have been cases of plague.	2
7	Sir William Robinson	(Rec. June 4.) Telegraphic.	Reports that every precaution is being taken, and that the number of deaths is 735.	3
8	Ditto -	(Rec. June 12.) Telegraphic. (Extract.)	Reports that the total number of deaths is 1,500.	3
9	To Sir William Robinson.	June 15. Telegraphic. (Extract.)	Requests information as to the progress and origin of the plague.	3
10	Sir William Robinson	(Rec. June 16.) Telegraphic. (Extract.)	Reports total mortality to date to be 1,900, including two British soldiers; 80,000 departures from the Colony; the infected district has been closed; commercial interests have been seriously affected.	3
11	Her Majesty's Consul at Canton to the Earl of Kimberley.	(Rec. June 19.) Telegraphic.	Reports that there is not a single case of bubonic plague in the foreign community at Canton.	4
12	Sir William Robinson	(Rec. June 22.) Telegraphic.	Reports the death of another British soldier -	4
13	Ditto -	May 17 (Rec. June 25.)	Reports that the bubonic plague has been introduced into the Colony from Canton, being confined chiefly to the lower class of Chinese, but that every effort is being made to stamp out the disease.	4
14	Ditto -	May 18 (Rec. June 25.)	Reports that the number of new cases is decreasing, and that the heavy rains of the last few days have done great good.	8

Serial No.	From or to whom.	Date.	Subject.	Page
15	Sir William Robinson	1894. May 23 (Rec. June 25.)	Reports that the plague shows no signs of marked abatement, and reports the further measures taken; the Chinese population have asked that house-to-house visitation may be discontinued.	8
16	Ditto - - -	May 23 (Rec. June 25.)	Reports that a panic has been created among the school population by ridiculous and malicious rumours as to the intentions of the Government, and that he has issued a reassuring proclamation, and has refused to close the schools.	12
17	To Sir William Robinson.	June 27 Telegraphic.	Asks for information as to the progress of the plague since 16th June.	13
18	Sir William Robinson	(Rec. June 28.) Telegraphic.	Reports that the mortality to date is 2,215, and that the epidemic is abating.	13
19	Ditto - - -	May 28 (Rec. July 2.)	Transmits copy of a report by Her Majesty's Consul at Pakhoi on the plague at that place.	13
20	Ditto - - -	May 29 (Rec. July 2.)	Transmits copy of correspondence with Her Majesty's Consul at Canton respecting the posting of malicious and offensive placards in that city.	14
21	Ditto - - -	May 29 (Rec. July 2.)	Reports the progress of the epidemic to date -	16
22	Ditto - - -	(Rec. July 3.) Telegraphic.	Reports the progress of the epidemic to date -	16
23	Ditto - - -	(Rec. July 7.) Telegraphic.	Reports continued improvement; total of deaths 2,363.	16
24	Ditto - - -	(Rec. July 8.) Telegraphic.	Reports that private Gibson, reported by error in his telegram of 16th June as dead, has been discharged from hospital.	17
25	To Sir William Robinson.	July 9 (Extract.)	Expresses gratification that the plague is now beginning to abate, and approves his reply to the Chinese deputation and his refusal to allow the schools to be closed.	17
26	Sir William Robinson	(Rec. July 11.) Telegraphic.	Reports a further improvement -	17
27	Ditto - - -	June 4 (Rec. July 12.)	Reports as to the progress of the plague; encloses copy of additional byclaws made by the Sanitary Board, and states the conditions under which convict labour is being employed in grave digging, &c. Adds that Captain Vesey has died of the contagion.	17

HONG KONG.

CORRESPONDENCE

RELATIVE TO THE

OUTBREAK OF BUBONIC PLAGUE

AT

HONG KONG.

No. 1.

FOREIGN OFFICE to COLONIAL OFFICE.
(Received May 17, 1894.)

SIR, Foreign Office, May 16, 1894.
I AM directed by the Secretary of State for Foreign Affairs to transmit to you, to be laid before the Secretary of State for the Colonies, the accompanying copy of a telegram from Lisbon respecting an outbreak of bubonic plague at Hong Kong.
Yours faithfully, I am, &c.
(Signed) H. PERCY ANDERSON.

Enclosure in No. 1.

TELEGRAM from HER MAJESTY'S MINISTER, LISBON.

May 16, 1894.—Hong Kong declared to be infected with bubonic plague, and ports of the Province of Canton suspected from 10th May.

No. 2.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.
(Sent May 17, 1894.)

TELEGRAPHIC.

[Answered by No. 3.]

Is it true that Hong Kong infected with bubonic plague, also other ports in neighbourhood?

No. 3.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received May 18, 1894.)

TELEGRAPHIC.

Hong Kong; nearly two hundred cases of bubonic plague to date; confined to lower classes of Chinese; great mortality. Rainy season commenced after prolonged drought; cases of sickness considerably diminishing. Canton, Pakhoi affected. Despatch follows by mail.

No. 4.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.

SIR,

Downing Street, May 25, 1894.

I HAVE the honour to acknowledge the receipt of your telegram of the 18th instant,* reporting an outbreak of bubonic plague at Hong Kong.

I have received this information with very great regret, but am glad to note that you report the number of cases to be considerably diminishing.

I have, &c.
(Signed) RIPON.

No. 5.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 1, 1894.)

TELEGRAPHIC.

[Answered by No. 6.]

Bubonic plague increasing; five British soldiers attacked. May I employ short sentence convicts, hundred strong, in cleansing and disinfecting? Deaths yesterday fifty.

No. 6.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.
(Sent June 2, 1894.)

TELEGRAPHIC.

Referring to your telegram of 1st June† prisoners not to be employed, unless they consent, where there have been cases of plague. Otherwise proposal approved. Let them have plenty of food, and let them be separated from others.

* No. 3.

† No. 5.

No. 7.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 4, 1894.)

TELEGRAPHIC.

Referring to your telegram of 2nd June,* every precaution taken; total of deaths from bubonic plague, 735. British soldiers very much better.

No. 8.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 12, 1894.)

TELEGRAPHIC.

(Extract.)

Referring to previous correspondence, total number of deaths 1,500.

No. 9.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.
(Sent June 15, 1894.)

TELEGRAPHIC.

[Answered by No. 10.]

(Extract.)

Keep me informed as to progress of bubonic plague. Send names of any Europeans dying or attacked. Report numbers of departures, and what arrangements contemplated as to Chinese quarter. Did plague originate in China, and if so, did you take any preventive measures against its introduction? Telegraph reply.

No. 10.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 16, 1894.)

TELEGRAPHIC.

(Extract.)

In answer to your telegram of 15th June,† total mortality to date 1,900; latest statistical returns more satisfactory; ten British soldiers attacked, two dead, Captain Vesey, Private Gibson‡; others convalescent. Departures approximately estimated at 80,000; infected district closed. Adopting necessary measures for resumption intended; commercial interests seriously affected; labour scarce. Bubonic plague endemic parts of China; originated here after drought for seven months. Foul bill of health issued 10th May. All steamer passengers medically examined.

* No. 6.

† No. 9.

‡ See No. 21 as to Gibson.

No. 11.

HER MAJESTY'S CONSUL at CANTON to the EARL OF KIMBERLEY.
(Received June 19, 1894.)

TELEGRAPHIC.

June 19, 1894.—All quiet at Canton. Not a single case of bubonic plague in foreign community.

No. 12.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 22, 1894.)

TELEGRAPHIC.

Referring to my telegram of 16th June,* B. Oliver [?], British soldier, dead.

No. 13.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 25, 1894.)

Government House, Hong Kong,
May 17, 1894.

MY LORD MARQUESS,

I HAVE, with regret, the honour to inform your Lordship that the "bubonic plague" has within the last 10 days made its appearance in Hong Kong.

This terrible disease has been raging in Canton for the last three months, and it is stated in this morning's newspaper that the mortality in that city has been from 200 to 500 a day. Doubtless it has been introduced into Hong Kong from Canton. Unfortunately this Colony has for several months past been suffering from excessive drought, and, consequently, a very limited water supply, and it has been impossible, owing to the filthy habits of the Chinese, to keep the densely populated districts of China Town in a satisfactory sanitary condition. The number of cases up to 15th May has been about 130, and there have been very few cures.

I enclose a report on the subject from Dr. Lowson, and beg to state that every effort is being made to stamp out the disease and to prevent its spread.

Two hospitals have been provided, additional medical men employed, house to house visitation established, and flushing and disinfecting of all drains and infected houses regularly carried out.

The Government is much indebted to the General and Commodore for the services of two medical men and other assistance which they have afforded.

At present the disease is entirely confined to the poorer classes of Chinese.

I am thankful to report that, after many months of drought and unusual heat—the thermometer marked 86 on Tuesday the 15th—copious rain fell yesterday, and it is raining again heavily to-day.

There is every appearance of the commencement of the wet season, and it is confidently believed by the medical authorities that the heavy rains and changed atmospheric conditions will result in the diminution and ultimate disappearance of the "plague."

I have, &c.

(Signed) WILLIAM ROBINSON.

Enclosure in No. 13.

EXTRACT from a REPORT by JAMES A. LOWSON, Esq., M.B.

Government Civil Hospital, Hong Kong,
May 16, 1894.

IN accordance with the desire of his Excellency the Governor, I have the honour to forward you the following short report on the outbreak of bubonic plague, which has occurred in Hong Kong lately. From a medical point of view I will deal shortly with it, because I want to make a careful examination of all the material at my disposal, and think of different points out before I come to give a complete account of it. This will take a long time to do, as we are so shorthanded at present, but I hope to be able to lay before his Excellency a full medical report of the outbreak in the course of the next month or two. It would be useless in this short report to write the sanitary history of Hong Kong, so I will at once describe the present epidemic.

From Canton, since the middle of March, there have been rumours of a disease, epidemic in nature, which has been depopulating certain quarters of the city. On April 26th a communication was sent by Inspector Qunicey to Mr. F. H. May, Captain Superintendent of Police, saying that it was a fact that the plague was prevalent in Canton, and that the mortality was considerable. At the instigation of the Colonial Surgeon, information on the subject was requested from Her British Majesty's Consul at Canton. This was courteously supplied by Dr. A. Rennie through the Consul on May 2nd. On May 4th I suggested to Dr. Ayres that I might go up to Canton and see for myself the state of affairs. On Sunday, May 6th, I went to a Chinese hospital with Dr. Rennie, and examined a large number of cases there, and saw a number of dead bodies. I got back to Hong Kong on Monday 7th in the afternoon. When I arrived I heard that plague had broken out in Hong Kong, and I at once enquired from Mr. Ram, the Acting Sanitary Superintendent, and Dr. Ayres as to the state of affairs really was. Dr. Ayres told me he had written a letter asking that, in consequence of the rumours he had heard, certain portions of the city should be inspected by the inspectors of nuisances, and, if any sick people were found, to inform him, and he would go and see them at once. None were found by the inspectors. On May 8th (Wednesday) I was sent for to see a case of supposed remittent fever which had been admitted to hospital during my absence in Canton. This patient was one of our hospital cases who had been re-engaged on May 1st. When I saw him I said I thought he was suffering from plague, and on examining him carefully came to the conclusion that he was suffering from bubonic plague, and isolated him at once. On Wednesday, May 9th, I told Dr. Ayres of this. On Thursday, 10th, in the morning, an order was received from the Officer administering the Government for a report on my visit to Canton, and a few minutes later I went to go to the Tung Wah hospital and inspect some cases of sickness there. I went at once, and found, approximately, 20 people lying there affected with plague, all in an advanced stage of the disease. These cases, as far as I could ascertain, all came from the neighbourhood of the Tung Wah hospital, from Market Street, Tank Lane, and Ladder Street. I reported the matter to Dr. Ayres, and we informed the Hon. Mr. Stewart Lockhart verbally of what had been seen. He asked us to draw up a report for the Sanitary Board meeting that afternoon, and requested me to be present also. A report of that meeting is attached.*

Discovery of
first case in
Hong Kong.Tung Wah
hospital
examined.

The "Hygeia" was at once brought over close to West Point, and has been in use up to the present. The other suggestions made by Dr. Ayres and myself were immediately acted upon by the Sanitary Board authorities.

On Friday 11th, organisation was being carried on and hospitals equipped pending the Sanitary Board being empowered by the Executive Council to carry out their regulations. On Saturday 12th, after a little trouble with the Chinese authorities of the Tung Wah hospital, all the affected patients there were removed to the "Hygeia," and, the searching party being already at work and disinfection of houses going on regularly, the work of combatting the disease at once began to run smoothly. Since that time the numbers have been approximately as follows :—

	Outside Deaths.	Kennedy Town Deaths.	Hygeia Deaths.	Total Deaths.
Monday, 11th	13	—	—	13
Tuesday, 12th	26	—	—	26
Wednesday, 13th	13	—	12	25
Thursday, 14th	9	—	23	32
Friday, 15th	10	5	12	27
Saturday, 16th	3	12	9	24
Remaining in hospital latter date, 47				

* Not printed.

On Monday 13th, I deemed it advisable to open Kennedy Town Police Station, which been placed at our disposal as a hospital, as, the weather being very hot; the smell on the lower deck was not agreeable. I considered it also advisable to do this to be on the safe side far as the health of our attendants, sisters, and others was concerned, as so little is really known about the disease from a truly medical point of view, considering it possible that a very large collection of patients in one place might lead to a concentration of poison and such which, to say the least of it, would have a prejudicial effect on some of the said attendants. After getting all this arranged I felt rather seedy for a day or two, and Dr. Penny, of the Royal Navy, has been supervising most of the patients in a very painstaking and most satisfactory manner.

There has been great difficulty in getting attendants for the patients, the Chinese and boys simply fleeing from Kennedy Town hospital; fortunately they could not run away from the "Hygeia" without having a good long swim. The steam launch people also gave difficulty, as none of them wanted to remain near an affected patient or corpse. The organization of two large hospitals in addition to extra heavy work in the Government Civil hospital has been rather a heavy task on the European members and a few Chinese in the medical department, and for some time it was only by slaving night and day that we were enabled to carry on.

Method of
work.

During the last few days the searching party have been hard at work under Captain Superintendent May, and are now, I think, making good progress. We have been greatly assisted by the blue jackets of the "Victor Emanuel," who have been placed at our disposal and under their direction at the various wharves the patients or dead bodies are expeditiously transferred to the hospitals or the burying ground. We are at present erecting a matshed for suspected cases. All cases alive are sent off in the ambulance boat; all dead bodies are removed in another boat; whilst all old clothes, &c. are removed in a dinghy, and burned at the burying ground. This involves work every hour of the twenty-four. The mode of work may best be seen from the accompanying diagram.*

Now as to the disease itself. It is

THE BUBONIC PLAGUE,

which is practically synonymous with the Black Plague of London, and other plagues, for a description of which see Quain's Dictionary of Medicine. There are one or two differences which will be pointed out later on. The general history of a case is as follows:

Incubation.

The incubation period is generally given as five to eight days. I have proof that in several cases it was five or six. The day before actual invasion the patient feels somewhat ill, off his food, and generally "off colour." The invasion sets in with high fever. In the majority of our first cases we got them at a later date, so cannot say absolutely the general temperature. In the cases we have had watched from the beginning it has generally been about 104° F., and the temperature keeps about this level, or above it, until the patient dies.

Invasion
symptoms.

With the fever there is almost always great headache, generally confined to the temples. In the majority of cases on the following day a gland or glands begin to swell. This bubo is present in about 90 per cent. of the cases, and is generally exquisitely tender. In about eight per cent. of cases there is only tenderness in some of the regions about to be named. In two per cent. of cases there is no glandular affection. The regions affected are principally either groin (the femoral chain of gland being affected as a rule, and not the inguinal), either armpit or either side of neck (parotid or cervical glands). The gland above the elbow is also occasionally affected. Very rarely are two regions affected. The thirst and feeling of burning in the throat is now intense, and the patient begins to get into a restless state, from which the case goes on to one of three types:—

I. A comatose type.

II. A convulsive type.

III. A wildly delirious type.

Some cases are absolutely clear-minded to the last, whilst others early show cerebral symptoms. There is great aversion to food, fluids and ice being the only articles the patients will look at as a rule. In the early cases the buboes have never suppurated—enough time not elapsing between date of attack and date of death. In two cases lately Surgeon Penny has opened suppurating buboes. The above figures may be subject to slight alteration after we have clearly looked over all our records. Hæmorrhages from nose and mouth have been occasional; say in five per cent. In a few cases petechiæ have been noticed. No hæmaturia has been observed, but sometimes slight albuminuria has been found. Vomiting is a very constant symptom—the vomit usually looking like a mixture of bile and altered

blood. Boils have only been noticed once. Constipation is almost always marked; in a few later cases diarrhoea has been noticed. As a rule the temperature keeps up till death, and once or twice when I have taken it after death I found it had risen higher. Death is sometimes extremely sudden. Sordes form in the mouth early in the disease, and the tongue is always dry—red to commence with at tip and edges, and white fur in the middle, becoming brown, or absolutely black, before death. Surgeon Major James, A.M.S., who is attached to the searching party, says that in some cases he has seen death occurring after only a few hours illness. I have only seen one case at present like this.

POST-MORTEM APPEARANCES.

Contrary to all that one has been taught about the plague, the post-mortem changes are not marked. The chief change is in the blood, which I will speak of more definitely later on. It is very fluid, and does not clot at all, or very badly. There is no marked change in liver or spleen; no enlargement, only slight softening. No hæmorrhages of stomach, intestines, kidneys, bladder, have been seen. The lungs are occasionally slightly congested at the bases, the heart empty and contracted. The only marked change is in the brain and upper part of the spinal cord, which are always congested and sometimes acutely inflamed. The meninges are always injected. The blood corpuscles early in the disease become crenated, and contain numerous granules of pigment, or what look like pigment. They run badly or not at all into rouleaux. All over the field can be seen broken down corpuscles or badly or incompletely formed corpuscles, and all showing more or less crenation. The white corpuscles are neither increased nor diminished in number, their outlines are clear, and sometimes they also contain granules of pigment, or what at present look like granules of pigment. The hæmoglobin is rapidly diminished in quantity, coming down to 50 per cent., and down until in some cases it only gives 10 to 15 per cent. by the hæmoglobinometer; cultivations and other experiments on the blood are in progress, so that at present I consider that it is inadvisable to say more on this subject.

CAUSES, &c.

In the newspaper cutting* will be seen my first views on this subject. These are not materially changed. I believe that infection or contagion is present to a certain degree. I am of opinion that the disease was introduced here from Canton, and, finding a suitable soil for development, it multiplied here. My reasons for holding these views will have to be given later. The question as to whether we will find a bacterial or other cause for the pathological changes will be in abeyance for some time.

The mortality is very high at present. It can only be definitely stated after this crisis is over. At the beginning it was practically 100 per cent., almost everyone affected dying. The high mortality may have something to do with the poor and badly fed condition of those attacked, but, as in most epidemics of plague the mortality is very high at the commencement, it is not advisable to lay all the blame for non-recovery on the low physical condition of those affected.

Prophylactics. The sanitary part requires no discussion at present; medically I have so far insisted on the sisters and attendants using Eucalyptus oil freely on their handkerchiefs, and also volatilising the same oil on the "Hygeia" by small lamps. Some of the Chinese attendants supplied by the Tung Wah authorities have used some aromatic substance like sandalwood and cloves, and they smell this constantly. All the clothes of persons admitted are burnt, as they are generally intensely filthy, and, as a rule, cost only a few cents. All dead bodies are freely treated by lime, both before and after being put in the coffin. Cleanliness on the native servants' part is absolutely insisted on.

Treatment of patients has almost solely been symptomatic. As some of it has been to a certain degree experimental, I think it wise to refrain from remarks on it at the present time.

The burying ground is down past Kennedy Town hospital, almost opposite Green Island. Our present death rate goes on, another larger and more suitable bit of ground will have to be supplied. The treatment of these cemeteries will require after-consideration. The difficulties met with in getting deep-enough graves have been great, and some constant supervision will be necessary to prevent them becoming a danger to people in their neighbourhood.

* Not printed.

No. 14.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 25, 1894.)

MY LORD MARQUESS,

Government House, Hong Kong,
May 18, 1894.

SINCE writing my Despatch of the 17th instant,* reporting the existence of bubonic plague in Hong Kong, I have received from your Lordship the following telegram: [See No. 2], to which I have replied:—[See No. 3].

The total number of new cases up to noon yesterday (17th May) was only ten; previously was as high as 27, and the number of deaths 20.

The heavy and continuous fall of rain, probably some eight or ten inches within the last three days, has done an infinite amount of good, but the exertions of the Sanitary Department have in no way been relaxed.

I have thought it right to communicate this information to the Governors of Singapore, Ceylon, and Gibraltar, although, as I have stated, the plague is confined to the lowest class of the Chinese residents. No European has been attacked with the disease, neither have any of the attendants on the sick suffered.

I have, &c.
(Signed) WILLIAM ROBINSON.

No. 15.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 25, 1894.)

MY LORD MARQUESS,

Government House, Hong Kong,
May 23, 1894.

WITH reference to my Despatch of the 17th instant,* I have the honour to report that as yet, contrary to the expectations of the medical authorities, the "bubonic plague" shows no signs of marked abatement. This may be owing to the fact that six days have only elapsed since the heavy rains began, whereas the period of incubation is supposed to be from five to eight days.

It may also be, and doubtless is, partly attributable to the fact that, owing to the house-to-house visitation, fresh cases in hitherto unvisited houses are frequently being discovered.

I am calling for volunteers for additional inspectors, and for cleansing and disinfecting purposes the General Commanding the Troops has agreed to place at my disposal 300 men.

The inspection and disinfection, if necessary, can thus go on concurrently.

I regret to say that a new complication has arisen amongst the Chinese population, who, with their usual ignorance and superstition, have objected strenuously to house-to-house visitation. As I regard this measure as absolutely indispensable, I issued the day before yesterday, after conferring with the permanent Committee of the Sanitary Board, the annexed proclamation.

Yesterday I was waited on by the Tung Wa Hospital Committee and other prominent Chinese residents with a request:

1. That house-to-house visitation should at once be stopped.
2. That sick persons should be allowed to return to their own country.
3. That the sick on board the hulk "Hygeia" should be removed to the new Tung Wa Hospital, and
4. That all sick persons should be sent to the latter institution.

I enclose, for the sake of convenience, an extract from the "Daily Press" giving the substance of my replies to these requests. I can only add that I have no intention of relaxing the regulations which have been put in force, and which I consider absolutely necessary to safeguard, as far as possible, the health of the entire population. There have been several cases of mobbing and stone throwing which have been promptly dealt with. The total number of deaths up to the present date is close upon 300, and the mortality amongst those attacked has been

at least 95 per cent. but latterly it seems to have been 80 per cent. I enclose some remarks on the medical aspect of the plague by Surgeon Penny, R.N.

I have, &c.
(Signed) WILLIAM ROBINSON.

Enclosure 1 in No. 15.

PROCLAMATION.

WHEREAS there is existing in this Colony an epidemic of a very contagious nature, which has already caused a large mortality among the Chinese, averaging from 30 to 40 a day, cases frequently occurring in the same houses and the same neighbourhood.

Whereas it is essential to the preservation of the life and health of the people, both Chinese and European, that measures should be taken for preventing the spread of the disease, and whereas this can only be done by the removal and isolation of the sick and the prompt burial of the dead, followed by complete cleansing and disinfection of the premises in which cases of sickness or death have occurred, you people are hereby urged and ordered to make immediate report to the nearest authorities of all cases of such sickness or death of which you have knowledge. You are further ordered to thoroughly cleanse and disinfect any house or room in which any case of such sickness or death has happened. Out of my anxiety for the health of the Chinese people, and to prevent any case of a friendless person being neglected, I have issued special and urgent instructions to the sanitary inspectors and others to exert themselves in a house-to-house visitation daily, and also in cleansing and disinfecting premises, to help to remove the sick to the hospital for careful treatment, and the dead to the cemetery to be buried with all due respect. Hospitals have been provided for the sick, two under European directions and one under the Tung Wa Committee, where treatment is accorded to all free of expense and without distinction of class. You are therefore commanded to give every assistance in your power, and not in any way to impede or obstruct the sanitary inspectors and others in the visitation of your rooms and houses, the removal of the sick and dead, and the necessary cleansing and disinfection.

All loyal and respectable Chinese subjects are also urged to assist and co-operate with the Government in dealing with this dangerous disease.

Obey these commands, and do not believe the wild and baseless rumours which have been circulated by reprehensible parties, in case you may incur our severe displeasure and render yourself liable to the law.

Enclosure 2 in No. 15.

The "DAILY PRESS," Hong Kong, May 23, 1894.

DEPUTATION TO HIS EXCELLENCY THE GOVERNOR.

IMPORTANT PRONOUNCEMENT.

At one o'clock yesterday afternoon a deputation from the Tung Wah Hospital, accompanied by the Hon. J. H. Stewart Lockhart (Registrar-General), waited on his Excellency the Governor at the Government House for the purpose of representing a certain feeling existing among some sections of the native community. The deputation presented to his Excellency a long petition, the principal points of which were:—

- (1.) That the house-to-house visitation should cease.
- (2.) That sick persons should be allowed to return to their own country.
- (3.) That the patients on the "*Hygeia*" should be sent to the Glassworks Hospital.
- (4.) That all sick persons should be sent to the Glassworks Hospital.

After listening attentively to the recital of this document, his Excellency said that he would take the last point first. In reply to that, all he had to say was that sick people might elect to go to any hospital they liked. There was no interference with their choice whatever, and no intention on the part of the Government to force patients into any particular hospital for treatment. As to the request that the sick on the *Hygeia* should be moved to the branch hospital, he altogether declined such a responsibility. The idea, he said,

was absurd, as, if the petitioners' prayer was granted, it might result in much unnecessary loss of life. He therefore declined to grant it. As to the request contained in paragraph 2, his Excellency said that he had nothing to do with the return of the people to their own country. If the authorities in Kwantung refused to allow persons from Hong Kong to go to Canton or elsewhere, he could not coerce those authorities or interfere with their decision. And as regards the first point of the petition, that the house to house visitation should cease, his Excellency said that he considered such visitation to be absolutely necessary, and he had no intention whatever to relax the regulations in that respect. The morning paper had shown how necessary it was, for they reported that three or four dead bodies had been taken out of one house, which would never have been discovered but for the house-to-house visitation. His Excellency reminded the deputation that this was an English colony, and said that the Tung Wah Committee should assist him in carrying out the law, and persuading others to obey it. Holding up the proclamation, he stated that that was now the law, and it would be carried out. He promised that every consideration should be shown to women and children, and that if any unnecessary damage was done, on proof thereof, the person suffering would be recompensed. To show his own opinion of the necessity for visitation he had asked that all the out-buildings and coolie quarters at Government House should be inspected. His Excellency further said that he intended largely to increase the force of sanitary inspectors, and he hoped that in a few weeks' time all danger would be at an end. He asked the Tung Wah Committee to assist him by getting additional help. His Excellency concluded by saying that he was responsible not only for the health of the Chinese, but of the Europeans and the Army and Navy, that his decision was embodied in the proclamation, that this proclamation was now the law, and that persons transgressing it would be arrested and punished.

The Registrar-General fluently interpreted his Excellency's remarks, and the deputation withdrew, if not actually satisfied, at any rate fully aware of the determination of the Government to do its best to stamp out and prevent the spread of this insidious disease.

THE PROCLAMATION.

The following is a *précis* of the proclamation issued by his Excellency Sir William Robinson:—

Whereas Hong Kong is now visited by a plague which is killing off Chinese at the rate of between 30 and 40 a day, and it is understood that the infection is conveyed from the inmates of a house to the neighbours, it is necessary to take measures to prevent the spread of the disease in order to protect the people. All cases of plague should be removed to one place, and those dying of plague should be promptly buried and the premises disinfected and cleansed. You people are to report cases of plague and of death from plague at once to the nearest authorities, and to cleanse and disinfect your houses. Out of consideration for the welfare of the people, and to prevent the poor from being neglected, sanitary inspectors, &c. have been appointed to make a close house-to-house visitation, to cleanse and disinfect your houses, and to help in the removal of the sick to hospital for careful treatment. Fatal cases will be buried with due respect. Now three temporary hospitals have been opened for treating cases, two under European control, the other under the direction of the Tung Wah Hospital Committee. All treatment is gratis. No distinction of nationality will be made. The proclamation is to inform you people to give all assistance, and not to obstruct the sanitary inspectors, &c. in their house to house visitation and the removal of sick persons and the bodies of the dead, and in disinfecting and cleansing your premises. The loyal and respectable population should assist the Government to wipe out this plague. Let everyone obey this command, and refuse to listen to rumours spread by bad characters; and let no one contravene these orders lest he be punished and repentance come too late.

Enclosure 3 in No. 15.

REMARKS by Surgeon PENNY on the Medical Aspect of the prevailing Plague.

With regard to the medical aspect of the disease, there is, of course, yet much to be learnt. We are, so far as possible, in the scanty time allowed between visiting the patients, ascertaining by experiments, cultivation of bacilli, microscopic examination of the blood, &c., the exact mode of infection, incubation, and the best methods of prophylactics and treatment. To work this out thoroughly will be the work of several months.

It is a disease which can be communicated by contact, more or less close, with a person affected with it. But this power of infection appears to depend greatly on the state of health and surrounding of the recipient. That is to say, it is greatly facilitated by the recipient living in a filthy and evil-smelling home, under insanitary conditions, and also by his being in a low state of health from bad food, uncleanly habits, &c. Whether the poison is present in the dejecta, and can be conveyed in food or water is still *sub judice*. **Ætiology.**

It would appear likely that the infection can be carried in the clothes of those affected with the disease.

Both sexes suffer alike, the majority of cases occurring in young adult life.

After an incubation period, for about four or five days (in some cases it would appear shorter), the disease is ushered in by rigors, headache, sometimes vomiting and general feeling of malaise; high fever rapidly supervenes, the temperature going up to about 104° and remaining raised without much remission till death. In cases which appear to be recovering, the temperature has come down by lysis in two or three days. In the severest forms the temperature has reached 105° and 106° , and in a few cases death has occurred within a few hours of invasion. **Course of disease.**

Granular swellings make their appearance early, affecting the groin, femoral or inguinal, armpits, neck, or popliteal space. These buboes are painful and tender to the touch, and sometimes red and inflamed. In a few cases they have gone on to suppuration, and I have opened four with benefit to the patients. The swellings reach in most cases about the size of a hen's egg.

Eruptions of boils, petechiæ, and roscolar rashes appear in a few cases.

Vomiting of grumous matter, mixed with disintegrated blood in about one third the cases. Constipation is the rule, but in about 10 per cent. there has been diarrhœa. The urine is high coloured, high specific gravity, deposit of urates, albumen is present in about 10 per cent. The pulse, at first full and bounding, soon becomes weak and irregular in fatal cases. The breathing is usually rapid, and in some cases laboured.

There has been hæmoptysis in two cases, bleeding from the nose and hæmatemesis in about 7 per cent.

The febrile symptoms increase, and the disease assumes one of the following well-marked types:—

1. Apathetic.
2. Delirious.
3. Comatose.
4. Convulsive.

In about two-thirds of the number of cases cerebral symptoms make their appearance early, but in a few the mind remains clear till death.

At first hardly any cases showed signs of recovery, but latterly the mortality has been about 80 per cent. This is no doubt partly due to the bad state of health and filthy habits of the patients, but at the same time many are well nourished. **Mortality.**

Lungs: bases in some cases congested. No hæmorrhages.

Heart: empty and contracted.

Liver and spleen: paler, but otherwise normal.

Kidneys: no renal or perirenal hæmorrhages.

Stomach and intestines: normal.

The base of the brain and upper part of the spinal cord appears softer and congested.

The blood coagulates slowly, and shows the following changes under the microscope:—

1. Marked crenation of the corpuscles.
2. Tendency not to form rouleaux.
3. Masses of pigment can be seen scattered about the field.

The above account has been written in the brief intervals of work and is necessarily somewhat incomplete. There are many points which will require time and further investigations of the disease to clear up.

(Signed) H. L. PENNY,
Surgeon, R.N.

Post-mortem appearances.

No. 16.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 25, 1894.)

MY LORD MARQUESS,

Government House, Hong Kong,

May 23, 1894.

WITH reference to previous correspondence on the subject of the "plague," I transmit, for your Lordship's information, a copy of a letter from the Inspector of Schools, stating that, owing to the ridiculous and malicious rumours of certain of the Chinese inhabitants, something akin to a panic has been created amongst the school population of the Colony.

I have caused a proclamation to be issued to the effect that these rumours are absolutely unfounded, and that if they can be brought home to anyone the culprits will be arrested and severely punished.

I have also refused to sanction the closing of Queen's College or any other school, as I not only consider such a measure unnecessary, but likely to give countenance to a panic for which there is no real justification.

I have, &c.

(Signed) WILLIAM ROBINSON.

Enclosure 1 in No. 16.

Education Department, Hong Kong,

May 22, 1894.

(Extract.)

I HAVE the honour to report on the panic, which has suddenly decimated the attendance in the local Chinese schools, since yesterday morning, 21st, but particularly to-day, 22nd.

Nature of the Panic.—On Sunday 20th, rumours began to spread in the districts affected by the plague (and on 21st the rumours reached also Wan Tsai and Tang Lung Chan, and Kowloon) to the following effect:—

- (a.) That the Government intended to select a few young children from each school, to subject them to a surgical excision of the liver in order to obtain bile, this being the only remedy for curing the plague.
- (b.) That every school would be visited by officers, who would examine every child, and send to the "Hygeia" anyone having the least boil or pimple on its body.

Effect.—I found that to-day most of the Chinese schools in the districts affected by the plague have only from 10 to 30 per cent. of their scholars in attendance, and a few are closed. In Sai Ying Pun, Sheung Wan, and Chung Wan, I found great variations, a very few being closed, the majority having from 26 to 40 per cent. of their usual attendance, and a few having almost full average attendance. I am informed that Shan Shin Po, Tai-dok-tsui, Yan-ma-ti, and Hung Lom (resorts of the local population) have closed most schools under the effect of this panic. English teaching schools attended by Chinese are comparatively little effected by the scare. Hawan and Spring Gardens are at present unaffected by it.

Origin of the Panic.—Ridiculous as these rumours appear to Europeans, they seem very plausible to ignorant Chinese, because the excision of human flesh for curative purposes, when done under the promptings of misguided filial piety, is a practice encouraged by the Chinese Government. As to the story concerning "boils" of all sorts being treated by the Government as symptoms of plague, it may have its origin in a careless rendering (by newspapers, or in popular conversation) of the word "bubonic" (plague).

Measures.—I do not think anything very effectual can be done to remove the suggestions of native malice to native ignorance and suspiciousness. Distrust of the Government is still rampant among the lower classes of Chinese. Education will remove it in time. I have however gone through most of the schools in town exhorting the children not to believe such silly rumours, and the attendance officer is doing the same in all the schools. Tomorrow I shall visit the out-stations for the same purpose. As the schools afford in most cases good ventilation and healthy occupation for the children, I am sure it would be a mistake to close the schools, as such a measure would scatter the children in the streets, or in already overcrowded houses, and thus increase the risk of infection.

No. 17.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.

TELEGRAPHIC.

[Answered by No. 18.]

June 27th.—Telegraph at once as to progress of bubonic plague since your telegram 16th June.* Keep me informed bi-weekly.

No. 18.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received June 28, 1894.)

TELEGRAPHIC.

Improvement; total mortality, 2,215; epidemic abating; medical officers sufficient; Henry Allen, dispensary, attacked.

No. 19.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 2, 1894.)

Government House, Hong Kong,
May 28, 1894.

MY LORD MARQUESS,

IN continuation of previous despatches, I have the honour to transmit, for your Lordship's information, the enclosed copy of a report by Her Majesty's Consul on the plague at Pakhoi.

I have, &c.

(Signed) WILLIAM ROBINSON.

Enclosure in No. 19.

Her Britannic Majesty's CONSUL at PAKHOI to COLONIAL SECRETARY.

Her Majesty's Consulate, Pakhoi,
May 16, 1894.

SIR,

WITH reference to my despatch of 16th March, I have the honour to inform you that I hear from Dr. Horder, of the Church Missionary Society, that no cases of small-pox have been recorded during the last three weeks, and it is therefore probable that the epidemic has abated.

Observing that at the meeting of the Sanitary Board on May 10th, a wish was expressed for information regarding the Bubonic Plague here, I send you such information as I have been able to collect up to date.

The symptoms and the course of the disease are such as described by Dr. Rennie in a letter quoted in the "China Mail" of May 10th. A very bad attack proves fatal within two days. A milder attack may not kill the sufferer in less than a week. There is hope of recovery if the patient is alive after 10 to 20 days. Dr. Colborne informs me that he knew of a man whose bubo took between 10 and 15 days to come to a head.

Out of 10 attacked, the Chinese say one or two recover.

Native doctors have prescribed what they call "cooling" remedies, such as rhubarb. It appears that they do not treat the bubo locally. (This generally comes in the groin.) European practitioners have recommended careful feeding, with antipyretics, some stimulants, poulticing the bubo, or glandular swelling, and lancing it when matured.

The disease is endemic here, but apparently takes an epidemic form at intervals of five to ten years, or even more frequently. This year, mortality from the plague has been worse than any on record, and 300 or 400 people are said to have died at Pakhoi. It is now abating.

Pakhoi has grown, and with the growth in population of a Chinese town its unhealthiness must rapidly increase, as no native administration has the intelligence or energy to do anything worth mentioning towards cleaning the streets. Before 1875, I learn from Chinese sources, only about 100 people had died in any year of plague; in 1884, 50 or 60 died; in 1891 about 40 or 50; but from February 1894 to now 300 or 400.

On the other hand, Dr. Lowry estimated the deaths as between 400 and 500 in 1882. "The disease," he says, "proved most fatal and most severe from the middle of April to the middle of May," and this appears to be the case in 1894. This remark will be found on page 645 of the Customs Decennial Reports.

In the same volume, page 671, will be found an account of the disease at Mengtsz, or Mongtsé, in Yunnan, a place opened to French trade through Tonkin. (At Mengtsz it is called *Yang-tsz*, which is defined by Giles in his dictionary as an ulcer or itching sore; at Pakhoi it is called *li tsz*, which means a lump, swelling, or buboe). Further information of value will be found in Mr. E. Rocher's notes on the plague, forming an appendix to his work (in French) *La Province Chinoise du Yunnan* (p. 279, Vol. 2); and on pages 47, 48, 49 of Mr. Baber's Report of his journey through Yunnan with Mr. Grosvenor. These books are all, probably, to be found in Hong Kong; to make extracts from them would take more time than I have, but I earnestly recommend reference to them.

The plague appears to be infectious, but not very contagious. I do not think there is any instance on record of a European taking it. There has been a scare and exodus among the natives, but amongst Europeans no alarm for their own safety. If such a fatal disease were very infectious or contagious it is probable that it would have carried off many more people than it has. The Chinese burn joss stick and a plant, the sweet flag, which is supposed to have prophylactic power, as disinfectants. This year they have bought a great deal of foreign disinfecting fluid at Pakhoi. They believe, probably with good reason, that a man fortified with a hearty meal, smoking or chewing betel, is less liable to catch plague than a person going into infected air with an empty stomach. The great majority of plague-stricken people seem to have been the dwellers in the dirtiest and most ill-aired streets, while the well-fed and well-housed have enjoyed comparative immunity. More women (the more stay-at-home sex) have been attacked than men, I am told.

As a rule, the summer rains, by washing the streets, put an end to the plague for the year. Probably a clean well-scavengered town would never be troubled with it at all. One or two streets, or rather lanes, where the Cantonese merchants have taken simple sanitary steps, have been far more free from plague than the other thoroughfares.

At Pakhoi, in 1883, with the co-operation of Mr. Edward Sterton, I started a service of scavengers, and we even got the natives in the street to associate themselves with the movement and share the expense. But although at first they appreciated the results, they soon dropped out, tired of paying, for a new fad like cleanliness, a small subscription which they thought might perhaps grow to a larger one for the benefit of the promoters. Their experience had taught them that it is not prudent to trust money with any committee, or treasurer of a committee, for a public purpose. We do not find here tolls, road-funds, &c., which are common in countries where there is hope that funds will not be misapplied. Under the present system there appears no chance of much improvement in the sanitary condition of Pakhoi.

I have, &c.

Hon. Col. Secretary.

(Signed) M. F. A. FRASER,
Consul.

No. 20.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received July 2, 1894.)

MY LORD MARQUESS,

Government House, Hong Kong,
May 29, 1894.

IN connexion with previous correspondence on the subject of the plague, I have the honour to transmit, for your Lordship's information, copies of telegrams and letters

which have passed between this Government and the Consul at Canton concerning the posting of offensive and malicious placards in that city.

I have offered a reward of \$200 for any information which will lead to the discovery and arrest of the persons who were concerned in drawing up these placards. It is believed that they were prepared here.

I have, &c.

(Signed) WILLIAM ROBINSON.

Enclosure 1 in No. 20.

TELEGRAM sent to Her Britannic Majesty's CONSUL at CANTON on the 24th May 1894.

"It has been reported offensive and insulting placards posted in Canton warning against going down to Hong Kong for fear of women and children cut up by foreign doctors. Is there any truth in report, if so, see Viceroy, urging on him withdrawal and contradiction."

ROBINSON.

Enclosure 2 in No. 20.

TELEGRAM received from Her Britannic Majesty's CONSUL at CANTON on the 24th May 1894.

"Placards warning going down Hong Kong are posted. Some harmless, one objectionable. Will call attention of Viceroy. Please send your Proclamation, Chinese text."

Enclosure 3 in No. 20.

GOVERNOR to Her Britannic Majesty's CONSUL at CANTON.

SIR,

Government House, Hong Kong,
May 24, 1894.

In reply to your telegram just received, which shall be properly acknowledged hereafter, I transmit to you copies of the two Proclamations which I have recently issued.

I understand that the number of cases of plague is decidedly diminishing.

I am much obliged to you for consenting to call the Viceroy's attention to the objectionable placard respecting Hong Kong, and the proceedings of the medical officers of this Government which have been posted in Canton.

I have, &c.

(Signed) W. ROBINSON,
Governor.

Her Britannic Majesty's Consul, Canton.

Enclosure 4 in No. 20.

Her Britannic Majesty's CONSUL at CANTON to COLONIAL SECRETARY.

SIR,

Her Majesty's Consulate, Canton,
May 25, 1894.

I HAVE the honour to acknowledge the receipt of his Excellency the Governor's letter of yesterday, and of yours of the same date on the subject of the placards which are being distributed and posted in Canton warning people not to proceed to Hong Kong.

Many of them merely represent the inconvenience to which any persons suspected of suffering from the prevalent disease are exposed through the activity of the Colonial Sanitary Authorities; but two of the placards state that eyes are scooped out, and pregnant women are cut open, and are obviously published with the object of inflaming the public mind against the Hong Kong authorities. The opinion of Chinese I have spoken to here is, that these mischievous papers emanate from Hong Kong.

I have brought the offensive placards to the notice of the Viceroy, and taken the opportunity of explaining the object of the steps now being taken in Hong Kong. I am in hopes that his Excellency may cause a Proclamation to be issued deprecating such mischievous stories, and removing the ill-effects which their dissemination may have caused.

Hon. Acting Colonial Secretary, Hong Kong.

I have, &c.
(Signed) BYRON BRENNAN,
Consul.

No. 21.

SIR WM. ROBINSON to the MARQUESS OF RIPON.
(Received July 2, 1894.)

MY LORD MARQUESS,

Government House, Hong Kong,
May 29, 1894.

WITH reference to previous correspondence respecting the Bubonic plague, I have the honour to report that from noon on 28th May to noon 29th May the following returns have been received:—

Admissions	-	30
Deaths	-	19
Dead bodies removed from houses in the infected districts to the temporary hospital for burial	-	14
Discharged, cured	-	2
Total deaths to date, about	-	450

The medical men are of the opinion that the type of the disease is milder than formerly, but the number of new cases is certainly not diminishing to the extent that was anticipated.

House-to-house visitation is being vigorously carried out, and upwards of 300 persons are employed in visiting tenements, and cleansing and disinfecting houses which have been occupied by plague-stricken patients.

I have, &c.
(Signed) WILLIAM ROBINSON.

No. 22.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 3, 1894.)

TELEGRAPHIC.

Improvement; Allen better; two Japanese experts, Tehegama (and) Aoyama, attacked. Total of deaths from bubonic plague, 2,298.

No. 23.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 7, 1894.)

TELEGRAPHIC.

I paid visit to temporary accommodation and permanent hospital yesterday evening. Improvement continues. Total of deaths, 2,363.

No. 24.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 8, 1894.)

TELEGRAPHIC.

Mistake in telegram of 16th June.* Gibson in garrison discharged.

No. 25.

The MARQUESS OF RIPON to SIR WILLIAM ROBINSON.

(Extract.)

Downing Street, July 9, 1894.

I HAVE the honour to acknowledge the receipt of your despatches† of the dates noted in the margin, relating to the outbreak of bubonic plague in Hong Kong.

I have already expressed to you the regret with which I have heard of this severe visitation, but I am gratified to learn from your latest telegrams that it is now beginning to abate.

I note with pleasure the assistance which you have received from the naval and military authorities at Hong Kong, and I wish to convey to you my approval of the reply which you gave to the Chinese residents who waited upon you on the 22nd of May, and of your refusal to allow the schools of the Colony to be closed.

17 May 1894.
18 May 1894.
23 May 1894.
23 May 1894.
24 May 1894.
24 May 1894.
29 May 1894.
29 May 1894.

No. 26.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 11, 1894.)

TELEGRAPHIC.

Further improvement.

No. 27.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 12, 1894.)

MY LORD MARQUESS,

Government House, Hong-Kong,
June 4, 1894.

WITH reference to previous correspondence on the same subject, I telegraphed to your Lordship on the 1st instant as follows:—[See No. 5.]

In reply I have received, on the 3rd instant, the following telegram from your Lordship:—[See No. 6.]

I regret that I am unable to report any diminution in this fatal disease. From time to time the doctors have stated that the type was milder; a rather larger number of patients have convalesced and four out of five of the English soldiers attacked are certainly progressing favourably.

Several Portuguese, however, have already succumbed.

On the 1st June the new admissions were 59 and the deaths 53. On the 2nd June the new admissions were 48. There were 34 deaths in hospital, and 41 dead bodies removed from houses in China Town to hospital. On the 3rd June there were 81 admissions, 54 deaths, and 18 dead bodies removed to the hospital.

The total deaths to date have been 735.

* No. 10.
I 82990.

† Nos. 13, 14, 15, 16, 19, 20, and 21.

‡ Not printed; enclosing newspaper reports.

Thousands of Chinese have left Hong-Kong for Canton and the mainland, and yet the mortality is on the increase.

It is now reported, on the authority of the Roman Catholic Mission, that 120,000 persons have died in the Canton district.

It being evidently necessary that more stringent measures should be adopted to stamp out the disease in this Colony, the Sanitary Board was summoned on the 31st May, and drew up additional bye-laws, which were confirmed in Executive Council on the same afternoon.

I annex copies of the Government Gazette Extraordinary in which those bye-laws, as amended, are reproduced.

In consequence of the cases which appeared amongst the volunteers from the garrison, Major-General Barker decided to reduce the numbers employed in cleansing and disinfecting from 300 to 150. It was impossible to obtain a sufficient quantity of paid labour, excepting at extravagant wages, to complete the thorough cleansing and disinfection of China Town which is now being carried out, and the preparation of the required number of graves, and for this reason I telegraphed to your Lordship to permit the use of convict labour in this very important work.

Of course there are great objections to the use of convicts in any work where they have opportunities of conversing with their friends, or perhaps of escaping from their bondage, but in a crisis of the kind through which the Colony is now passing such risks may well be run, and an exception from hard-and-fast rules may, I think, under proper safeguards, be made.

I therefore am glad that your Lordship has consented conditionally to the employment of a limited number of convicts, and, with a view of avoiding as far as possible all risks, I have directed the superintendent of the gaol to detail 100 convicts for work at the new cemetery. These men will work in two shifts of 50 on alternate days; they will have an extra meal, and will not be anywhere near the infected district. The new cemetery is at Sandy Bay, about two miles and a half from the prison.

In conclusion, I have to inform your Lordship that I telegraphed to you this morning as follows:—[See No. 7.]

I have, &c.
(Signed) WILLIAM ROBINSON.

P.S.—I regret to add that since this despatch was written Captain Vesey, of the Shropshire Regiment, has died from plague.

Enclosure in No. 27.

GOVERNMENT NOTIFICATION.—No. 208.

The following Additional Bye-laws, made under sections 32 and 33 of the Public Health Ordinance, 1887, and approved by the Governor in Council this day, are published for general information.

Council Chamber, Hongkong,
31st May, 1894.

By Command,
J. G. T. BUCKLE,
Acting Clerk of Councils.

ADDITIONAL BYE-LAWS made by the SANITARY BOARD under the provisions of sections 32 and 33 of "The Public Health Ordinance, 1887," now in force in this Colony by virtue of a Proclamation by His Excellency the Officer Administering the Government in Council dated the 10th day of May, 1894, issued under the provisions of section 31 of the same Ordinance and published in the "Hongkong Government Gazette" of the 10th May, 1894.

1. The Permanent Committee appointed by the said Board under No. 12 of the Bye-laws dated and published in the "*Hongkong Government Gazette*" on the 11th May instant may, if satisfied that any building in the Colony is in such a dirty or insanitary condition as to constitute a danger to health, give notice to the householder to have the building in respect of which the notice is given forthwith thoroughly cleansed, colour-washed, and, if the notice so specifies, disinfected.

2. If within 48 hours after the service of such notice the householder has not cleansed, colour-washed, and, if required so to do, disinfected the building in respect of which the

notice was given to the satisfaction of the Permanent Committee, it shall be lawful for the Permanent Committee by its officers and their assistants, or by means of contractors specially employed for that purpose, to enter and take possession of such building, remove the inhabitants therefrom, and proceed to thoroughly cleanse, colour-wash, and disinfect such building, provided always that such cleansing, colour-washing, and disinfecting shall be commenced and completed within the hours of daylight of one day.

3. The expenses incurred by the Permanent Committee in so cleansing, colour-washing, and disinfecting, and in the removal and destruction of all rags, dirt, and rubbish removed from such house, shall, without prejudice to any liability to a penalty under the Public Health Ordinance, 1887, be borne and paid by the householder, upon a certificate signed by the Chairman of the Permanent Committee, which shall be conclusive evidence that such building was in a dirty and insanitary condition, that notice was duly served on the householder that he was in default, that the building was cleansed, colour-washed, and disinfected by the Permanent Committee, and as to the amount of expenses, and no defence shall be open to any person sued upon any such certificate except the defence that he was not the householder as defined by section 3 of the Public Health Ordinance, 1887.

4. In cases where no householder, as defined in the said section 3, exists or can be found, the owner of the building shall be served, and upon such service being duly effected he shall be liable as if he were the householder.

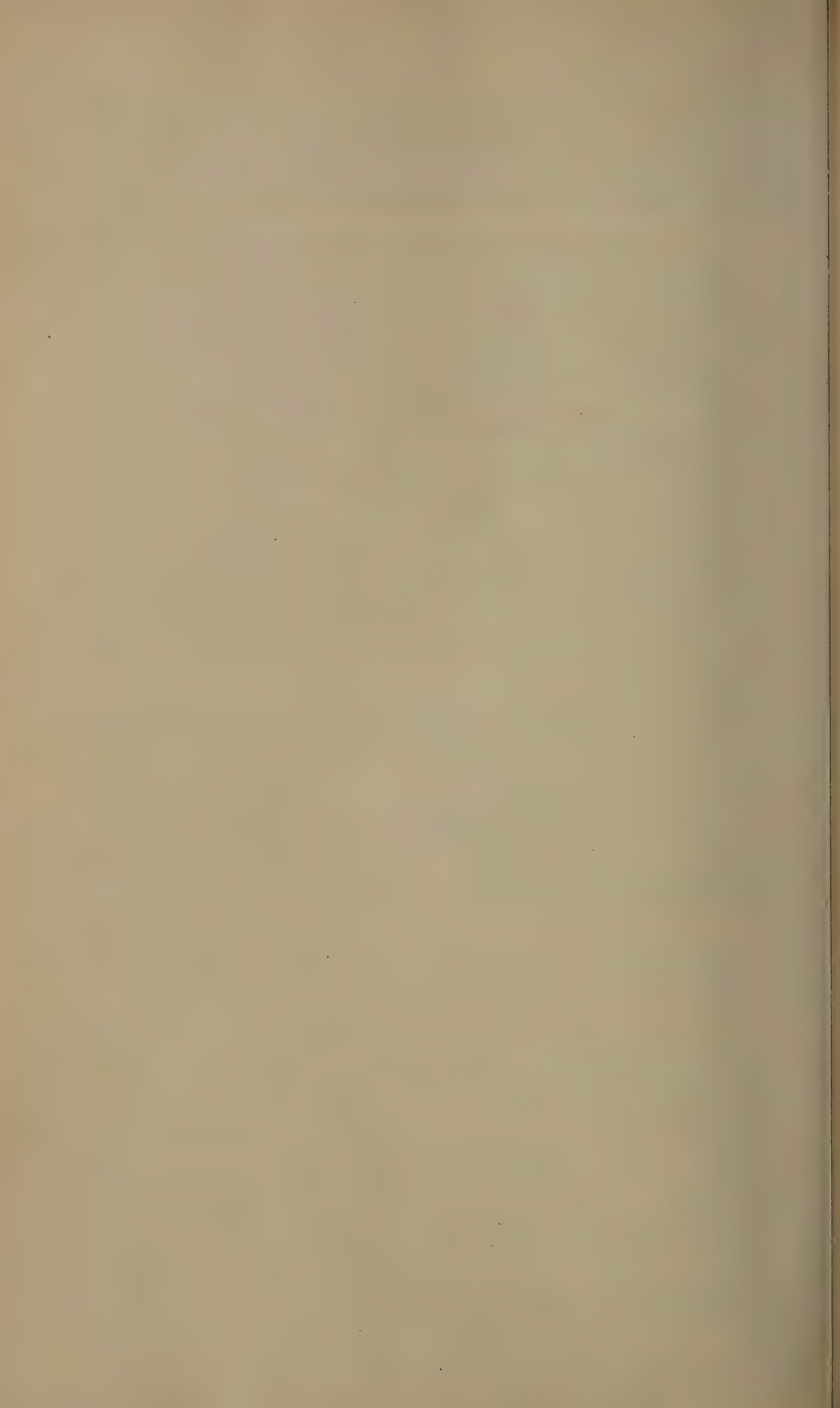
5. Any building or part of a building certified in writing by any duly qualified medical practitioner to be unfit for human habitation, even although cleaned and disinfected as hereinbefore provided, may be closed by order of the Permanent Committee and the occupants of the same removed, if need be, by force, if they do not remove themselves and their furniture and effects within 24 hours after notice of the order to close the building or any part thereof has been served on the occupant or posted on the premises. And the Permanent Committee shall have power to erect matsheds, or hire empty godowns, or charter boats or vessels, for the housing of persons so removed.

6. The expenses incurred under Bye-law No. 3 of these Bye-laws, and the expenses of removing the occupants of any building or part of a building certified under Bye-law No. 5 to be unfit for human habitation, of housing them, and of feeding and clothing them for a period not exceeding one month, in the event of their becoming, because of such removal, a charge on the Colony, shall be borne and paid by the householders or owners of such building as the case may be, and shall be recoverable at the suit of the Colonial Treasurer in the Summary Jurisdiction of the Supreme Court, irrespective of the amount of such expenses, upon a certificate signed by the Chairman of the Permanent Committee, which shall be conclusive evidence of the facts certified therein.

Made by the Sanitary Board, this 31st day of May, 1894.

(Signed)

EDWARD A. RAM,
Acting Secretary.



HONG KONG.

FURTHER CORRESPONDENCE

RELATIVE TO THE

OUTBREAK OF BUBONIC PLAGUE

AT

HONG KONG.

(*In continuation of [C.—7461] July 1894.*)

Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.



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1894.

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REV. J. H. ROBERTSON, D.D.

THE UNIVERSITY OF CHICAGO

CHICAGO, ILL.

1892

TO THE PRESIDENT OF THE UNIVERSITY OF CHICAGO

FROM THE

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1892

CHICAGO, ILL.

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TABLE OF CONTENTS.

Serial No.	From or to whom.	Date.	Subject.	Page.
1894.				
1	Sir William Robinson	(Rec. July 18.) Telegraphic.	Reports that there is no change and that the total mortality is 2,442.	I
2	Sir William Robinson	June 20. (Rec. July 23.)	Furnishes a brief history of the plague and of the measures taken to deal with it.	1
3	Sir William Robinson	(Rec. July 26.) Telegraphic.	Reports deaths to date, 2,474 - - -	8
4	Sir William Robinson	(Rec. July 30.) Telegraphic.	Reports that there have been no fresh cases for three days.	8
5	Sir William Robinson	June 22. (Rec. July 30.)	Transmits an extract from the "China Mail" reporting an interview with Professor Kitasato, a Japanese expert, on the subject of the outbreak of plague.	8
6	Sir William Robinson	(Rec. Aug. 7.) Telegraphic.	Reports total mortality, 2,504 - - -	10
7	Sir William Robinson	July 3. (Rec. Aug. 7.)	States that there has been a decided improvement in the Central and Western Districts of the City and that there is a prospect of a cessation of the epidemic.	10
8	Sir William Robinson	July 4. (Rec. Aug. 7.)	Transmits an "editorial" dated June 29, 1894, from the "North China Herald."	11
9	To Admiralty and War Office.	August 7.	Encloses copy of Sir William Robinson's Despatch of the 20th June.	12
10	To Sir William Robinson.	August 10.	Acknowledges receipt of his Despatches on the subject of the plague in Hong Kong and expresses approval of the measures which have been adopted to arrest the spread of the epidemic.	13
11	Sir William Robinson	July 7. (Rec. Aug. 13.)	Encloses nominal list of Europeans, Portuguese and Eurasians, Indians and others who have been attacked and admitted to the hospital, together with statistics of the plague.	13
12	Sir William Robinson	July 8. (Rec. Aug. 13.)	Confirms his telegram of even date respecting the discharge of Gibson (previously reported dead) from the garrison and reports the death of J. Boliver.	15
13	Sir William Robinson	(Rec. Aug. 16.) Telegraphic.	Reports total mortality, 2,535 - - -	15
14	Admiralty - -	August 17.	States that the Commander-in-Chief on the China Station, in a letter dated July 8, from Japan, reported that the plague showed little reduction in virulence.	15
15	To Admiralty - -	August 21.	States that the latest reports received from Hong Kong as to the plague have been more hopeful in character than that of the 8th ultimo from the Naval Commander-in-Chief.	15
16	Sir William Robinson	(Rec. Aug. 23.) Telegraphic.	Reports that the total mortality is 2,556 - - -	16
17	Sir William Robinson	(Rec. Aug. 29.) Telegraphic.	Reports that the total mortality is 2,560 - - -	16

7. Hospitals were at once established (1) on board the "Hygeia" (2) at Kennedy Town police station and (3) on the 20th May at the glass works at Kennedy Town. The first two were managed by the Government doctors and the lady nurses from the Government hospital; the latter was handed over to the Tung Wah Hospital Committee and worked by Chinese doctors, under the supervision of the Colonial Medical Staff and a naval doctor (Dr. Penny). It was deemed advisable to give the Chinese doctors a free hand at first. In any case, it is difficult to persuade the Chinese to report cases of sickness, and their foolish and violent prejudice against Western medical men is quite sufficient to induce them, as they certainly did for the first fortnight or three weeks of the existence of the plague, not only to secrete their sick but often to desert their plague-stricken friends and relations after death.

8. Under these circumstances, the necessity for a rigorous house-to-house visitation became most apparent and the military and naval authorities, Major-General Barker and Commodore Boyes, at the suggestion of the Government, rendered every possible assistance in this direction; naval and military doctors were furnished, and at least 300 men from the Shropshire Regiment and officers and men from the R.E. and R.A. detachments were, amongst others, detailed for the duty of house-to-house visitation and for cleansing and disinfecting the houses in which cases of plague had occurred.

9. At this time, about the 21st May, the greatest dissatisfaction was shown by the Chinese community in regard to the methods of sanitation we were employing. Complaints were made that the privacy of women's apartments was being invaded, that women and children were being "frightened out of their wits" by the daily visits of the military and police, and then it began to be rumoured that the "Foreigners" had sinister and unspeakable designs on the women and children.

10. On inquiry, I found that these complaints were much exaggerated and that the majority of the Chinese, after being made to understand what the object was which the Government had in view, did not object to the visitation but even assisted those deputed to search their houses, and to disinfect and cleanse them when necessary. A large deputation of Chinese waited upon me, nevertheless, requesting that the house-to-house visitation should cease, and that they might take their sick away from the "Hygeia" and the Kennedy Town Hospital altogether. As already reported in my Despatch of the 23rd May,* I had to inform those gentlemen in pretty strong terms that Hong Kong was a British Colony and, as they had chosen to reside in it, they must submit to British laws and methods of sanitation, and, further, that, as I was responsible for the safety of the community, I must positively decline to listen to their requests. I further pointed out to them that, as residents of Hong Kong, it was their bounden duty to aid the Government in the terrible crisis in which it was placed and not to obstruct it, or allow their people to obstruct it, in any way whatever. Though the deputation, composed of wealthy and so-called educated Chinamen, left Government House apparently satisfied, in a few days time defamatory and libellous placards were posted up in Hong Kong, and later on in larger numbers in Canton, attributing the most ghastly cruelties to the English doctors, charging them, in fact, with cutting open pregnant women, and with scooping out the eyes of children in order to make medicines for the treatment of plague-stricken patients.

11. Your Lordship will find it difficult to believe that, after upwards of 50 years' occupation of Hong Kong, and after more than 50 years' of benign, not to say paternal, government, Chinamen, residents in this British Dependency, could be found who were ignorant enough to believe such statements and treacherous enough to give them currency. Such, however, is unfortunately the case.

12. As there had been some opposition to the police in the Chinese quarter the day previously, and these statements were likely to inflame the passions of the mob, I immediately requested the Commodore to anchor a gunboat opposite to the Tung Wah Hospital and Taipingshan, and Commodore Boyes at once moved the "Tweed" into the position I indicated. I also offered a handsome reward for any information which would lead to the arrest and conviction of the author of these disgraceful placards. There can be no doubt that these steps had a very salutary effect as no more placards have been issued here.

13. The epidemic, a little later than the date of the above mentioned occurrence, notwithstanding the heavy rains—amounting altogether to some 23 inches—was evidently on the increase. The exodus of panic-stricken Chinese was also on the increase, hongs were being emptied of their clerks, chair coolies by hundreds deserted their employers without warning, and many domestic servants applied for the amount of their wages

then due to enable them to go to Canton or to join their families on the mainland. No less than 300 men left the China Sugar Factory and, crossing over to Kowloon, started to walk to Swatow, a distance of 180 miles. At this time, the admissions to the hospital were 60, 70, and sometimes 80, a day, and the deaths in hospitals, and the dead bodies collected outside were on one occasion 109 in 24 hours.

14. When matters were at their worst, I received information that the "literati," who were doubtless in a measure responsible for the dissemination of the disgusting statements respecting the medical men in this Colony, had recommenced operations in Canton. It was currently stated that, if any portion of Taipingshan was burnt down, as had been suggested, an attack would be made upon the Consulate at Canton, and numerous defamatory placards, involving not only the medical profession but the "Red-haired barbarian" generally, were being posted broadcast over that city.

15. With a view of stopping the anti-foreign feeling which was then assuming serious proportions in Canton, at the instigation, probably, of persons here, I requested the Consul, Mr. B. Brennan, to seek an immediate interview with the Viceroy and to demand a contradiction of these libellous and malicious placards. The Viceroy, I am bound to say, with apparent readiness issued a proclamation which, as you will see from my Despatch of the 29th May,* I did not consider sufficiently explicit, as it was in far too general terms. I therefore requested the Consul to see the Viceroy again and to point out to him that, in my opinion, his proclamation was not nearly adequate to the occasion. The Viceroy, therefore, issued a second proclamation which appeared more to the purpose, but which, coming too late, had little effect on the already exasperated ruffians in his province. The Registrar-General then, at my desire, drew up a proclamation which was issued throughout Hong-Kong warning persons from giving credence to the lies which were current as to the treatment of patients and others in our hospitals, and stating, in the simplest language, what the treatment was, what objects the Government had in view, and how carefully, and with due regard to Chinese customs (as far as the nature of the disease would admit), the corpses of their dead friends and relatives were disposed of. I have forwarded all the correspondence which has passed between the Colonial Secretary and Mr. Brennan on these subjects, as well as subsequent correspondence respecting the brutal attack by the rowdies of Canton on two American lady-missionary doctors, to Her Majesty's Minister at Peking, requesting him to lay the correspondence before the Tsung-Li-Yamen.

16. It is to be hoped, though I fear such hope is not likely to be realised, that some strong repressive measures will be taken to prevent such outrageous proceedings in future in reference to the subjects of a friendly Power.

17. On the 16th June, the Consul informed me that the Viceroy had promised to assure the safety of the Consulates, but that he could not be responsible for the conduct of the people towards foreigners in the villages, etc. outside of Canton and that, therefore, missionaries and foreigners had better keep themselves within doors.

18. From time to time, I have kept your Lordship informed of the progress of the plague, from which you will have learnt that there has been no considerable diminution in the ravages of the disease hitherto, but I am happy to state that the last returns are really more satisfactory, and sanguine hopes are generally entertained that the worst is, at last, over.

19. Owing to the number of persons whom it has been necessary to dislodge from the infected houses in the Chinese quarter, a number which is estimated at about 7,000, the Government has had to incur considerable and immediate expenditure. Numerous mat-sheds have been erected, and Government has hired blocks of unoccupied buildings and go-downs for the segregation and isolation of those whom it has been necessary to keep under observation. Upwards of 350 houses have already been condemned as unfit for habitation. These have been closed and walled in. A *cordon sanitaire* has also been established with a view of keeping persons from the infected portion of the town (the western district) from emigrating to the eastern district. Thousands of people, roughly estimated at 80,000, as I have stated in my telegram of the 16th June,† have left the island for the neighbouring province within the last month in every sort of marine conveyance, sampans, boats, junks, and river steamers, and I am informed that persons have walked on board the steamers at the wharves at Hong Kong and have died before they reached Canton, eight or nine hours distant.

20. On about the 12th of this month, the Glass Works' Hospital, under the management of the Tung Wah Committee, became seriously overcrowded, there being some 200 patients in a building capable of holding about a hundred. Owing to the great scarcity

* No. 20 in [C.—7461.].

† No. 10 in [C.—7461.].

of labour it was impossible to build refuges fast enough. The new building recently finished for a pig and sheep depôt was about to be placed at the disposal of the sanitary board and the staff of the Nethersole branch of the Alice Hospital had offered its services to the Government. In the meantime, however, and before these transfers could be effected, the Directors of the Benevolent Hospital at Canton, through the agency of the Viceroy, requested that any sick Chinese subjects who might wish to go to Canton or desire, in case of death, to have their corpses sent to their native villages, might be forwarded in specially prepared junks to that capital. Several of the compradores employing large numbers of clerks also requested that they might be allowed to move the sick, wherever found, to Canton and they also gave a pledge that, if that were permitted, they would remain in this Colony, and not take part in the general exodus. Failing that permission, they would leave at once, thus placing the banks and houses of business in even a worse position than they were at the time the application was made.

21. After serious consideration, I did not feel justified in acceding to their requests. It was true that the Chinese hospital was considerably overcrowded, that the Chinese doctors had not proved that they were capable of dealing with the plague, whereas there was no doubt that a compliance with the request would have, more or less, defeated the efficiency of the house-to-house visitation, and that cases of sickness would not have been reported to the police as they were then, and are now, obliged to be. After consultation with my Executive Council, the majority of members agreed with me in thinking that, as a tentative measure, one or two large junk-loads of sick Chinese subjects might be removed to the Benevolent Hospital at Canton on the following conditions:—

- (1) That the case of sickness had been reported to the police.
- (2) That the patient had passed through the hospital.
- (3) That the patient expressed a desire to go to Canton.
- (4) That the doctors certified that the patient was fit to be removed.
- (5) That the junk or junks were properly provisioned, equipped, &c., &c. for the comfortable conveyance of such patients to Canton.

22. Four small junks were sent down and towed by a Chinese steamer, and some 170 patients were sent away on Thursday and Friday, the 14th and 15th.

The Consul, in compliance with my wishes, sent a doctor to examine and report upon the junks on their arrival at Canton and I am glad to say that his report is very satisfactory. Only eight of the sick, as I am informed, died on the way up, and the remainder have been visited by the European doctors and are well and comfortably housed.

23. The congested condition of the Tung Wah Glass Works' Hospital was thus relieved, and it has now been closed. In its stead, the new pig depôt, capable of holding 140 patients, has been opened. The management of it has been taken over to a much greater extent than in the case of the Glass Works by European doctors and the internal arrangements are carried on by European ward masters and attendants.

24. It would be too much, perhaps, to say that the Chinese doctors are convinced that their treatment of the disease is radically defective, but as our staff of medical men is about to be reinforced by two medical officers, sent down by Admiral Fremantle from Japan, and by two others whose services I have secured, one from Swatow and another from Ningpo, we are now in a position to assume charge of nearly all the patients that are sent to the several hospitals.

25. The hospitals at present in existence are:—

- (1) The "Hygeia" for 40 patients.
- (2) Kennedy Town for 45 patients.
- (3) Kennedy Town Convalescent for 25 patients.
- (4) New Pig Depôt for 140 patients.
- (5) New Glass Works' Matshed for 50 patients.

26. The last of these is under the management of Messrs. Burton and Bailly, of the Nethersole Branch of the Alice Hospital.

27. As to the origin of the plague, numerous theories exist. It is true that in my Despatch of the 17th May* I said: "Doubtless it has been introduced into Hong Kong from Canton," this was the popular theory at the time, but further information leads me to the conclusion that it is impossible to speak definitely on this point, and hardly safe to hazard a guess.

Since the outbreak here, it has been ascertained that the plague is endemic in Yun-nan and Pakhoi; that it has been endemic in one or both of these places for the

last seven years: and that, while it has been extremely severe in Canton, it has prevailed, according to his Excellency the Governor of Indo-China, all over the south of China.

Hong Kong receives a regular and constant supply of pigs, for the use of the Chinese, from Pakhoi, and nearly all other articles of food are obtained from Canton, with which this Colony is in hourly connexion.

The same may be said with regard to Macao, but it is a curious fact that, notwithstanding this frequent communication and notwithstanding the immigration of thousands of persons from Hong Kong into Macao during the last month, not a single case of plague has occurred in that Colony.

As your Lordship is perhaps aware, Hong Kong has recently experienced the most severe drought that has ever been known; with one exception, no rain fell between the middle of October 1893, and the 16th May 1894. It is, I think, very probable that the want of sufficient water (though the present storage capacity is 378,000,000 gallons), and the filthy habits of life amongst the 210,000 Chinese who reside here, though the new drainage system in course of completion was adopted as an improvement on the one formerly existing, have rendered Hong Kong liable to the invasion and development of the germ of the Bubonic plague. Having found a footing here, the great danger is, of course, that, as in other parts of China, it may become endemic.

In Dr. Sharp Deane's report of 1891 on the health of Pakhoi, I observe the following statement: "The Chinese are of opinion that the Bubonic plague emanates from the ground, and is favoured by a long continuance of dry weather, when the earth becomes porous and numerous fissures appear on the surface facilitating the escape of whatever causes the disease." These conditions prevailed to an unusual extent in Hong Kong during the seven months to which I have referred.

28. In this connexion, I may mention that the Japanese experts who have been sent here to diagnose the disease claim to have discovered the bacillus of the plague and the medical staff admit the claim.

29. As to the effect of the plague, it is felt in every branch of business, and the loss to the public revenue, to bankers, merchants, shipping companies, the sugar refining industry, traders, shop keepers, owners of property and the labouring classes can never be accurately determined. On the whole, perhaps, the shipping interests are the most affected. At this season, the emigrants to the Straits Settlements have hitherto been counted by thousands per month, and the movements of passengers up and down the China Coast to and from Kwangtung through Hong Kong usually amount to vast numbers. Pacific mail steamers leaving for Vancouver refuse to take Chinese passengers. The English, French, and German mails refuse to take native passengers, and the two latter decline cargo also, or even to enter into the limits of the harbour. Irregular liners avoid calling at the port altogether.

30. Considering the great importance of Hong Kong as a shipping port, it is only possible to conjecture what is lost by quarantine regulations against her in every direction which drive away vessels from her harbour, and deprive all, down to the humblest labourer, of their proportion of gain from the coaling, victualling, loading, and discharging of the immense fleet which ordinarily frequents these waters.

31. Chinese hong merchants have retired to the mainland, leaving their premises to caretakers and their commercial engagements in abeyance, until the public health shall be restored. The effect of this is much felt by merchants whose merchandise is left on their hands beyond the contract time and many have had to call on their bankers to enable them to tide over the lock-up of money. The bankers, under such circumstances, buy and sell fewer bills and they witness the contraction of all the ramifications of trade in which they have a financial interest. The turn-over in sugar and sugar refining is reckoned not by thousands, but by millions, of dollars, and although, happily, not suspended, it is, for the moment, crippled for want of labour. Landlords in the affected districts of the city receive no rents, and the natives generally, in the midst of all their troubles, find the necessary articles of food 30 or even 50 per cent. above the usual price.

32. Without exaggeration, I may assert that, so far as trade and commerce are concerned, the plague has assumed the importance of an unexampled calamity.

33. As to the "arrangements contemplated," I have to inform your Lordship that, at a meeting of the Legislative Council on the 12th June, I briefly sketched the methods which the Government intended to pursue with a view of preventing a recurrence of such a catastrophe. I enclose an extract from that speech. The remedy is, as your Lordship will see, a very drastic one; it may result in the destruction and re-building of one-tenth part of Hong Kong. It will certainly necessitate the extension in every direction of houses fitted for Chinese occupation on improved sanitary principles. It will doubtless

cause a general increase in rents, an increase in the cost of living as well as a general increase in the rate of wages. It will also necessitate the increase of the storage capacity of the Tytam Water Works so as to secure an additional supply of about 80,000,000 gallons of water. The expense to the Government of such sweeping alterations and additions it is impossible to estimate.

As regards the existing drainage and water works and their completion and extension your Lordship will, no doubt, consult Mr. Cooper, the Director of Public Works, who is now on leave of absence in England, and who can give you the fullest particulars and most reliable information in respect to those subjects.

34. In reply to my speech, I may here mention that, on behalf of the unofficial members and the community at large, the senior unofficial member, the Honourable C. P. Chater, promised that the Government should be loyally supported in all its endeavours to cope with the unfortunate dilemma in which the Colony is placed. That promise will, as I have inferred, involve the Colony in an enormous outlay, the amount of which it would at present be rash to predict.

35. I may remind your Lordship that in the case of Mauritius the Imperial Government, about two years ago, came to the assistance of that Colony. I have no doubt that if I should hereafter appeal to your Lordship for similar consideration, it would generously be extended to this Colony, which is suffering in every direction from the terrible visitation with which it has been so suddenly overwhelmed.

36. The Government and the community, as I have stated in this Despatch, as well as publicly, is deeply indebted to the military and naval forces, and especially to the Colonel of the Shropshire Regiment, for the great assistance they have rendered, and they regret the loss of one gallant officer, Captain Vesey, and at least one private, who have fallen victims to the plague. To Mr. Francis, Q.C., Mr. May, Mr. Mitchell-Innes, Captain Hastings, Mr. Crook, Mr. Tooker, and many others, lay volunteers, the Government are also under great obligations. Indeed I may say that several public officers, and especially the medical staff and all the staff of the Public Works' Department, are doing additional duty unhesitatingly and ungrudgingly and with a single desire to aid in the repression of a fell disease the like of which has, happily, never before been experienced in this hitherto prosperous Colony.

37. In conclusion, I have to express a hope that your Lordship will approve of my proceedings as described in this and previous Despatches on the same subject.

I have, &c.

(Signed) WILLIAM ROBINSON.

Enclosure 1 in No. 2.

NOTICE issued by His Excellency the GOVERNOR.

Whereas certain bad characters have been spreading lying rumours regarding the treatment of the sick in Hong Kong, and the burial of the dead; this notice is issued to remove all doubts and suspicions and to bring comfort to the hearts of the people. Ever since the plague appeared in Hong Kong every effort has been made to cure the sick, and many have been cured. Hospitals have been established under Western and Chinese doctors, and people are free to go to what hospital they please. In the case of those who have died, they have been properly encoffined, and buried with every care in a cemetery specially selected for the purpose, where grave stones are placed on each grave, with a number and the name of the deceased, so that his last resting place may be easily recognised and so that his remains may not be neglected by his surviving relations. The Governor has also written to the Viceroy of Canton and some of the sick have, in consequence, been removed to the Canton Hospital, they having expressed a wish to return to their native country. You people will therefore see from all these measures that my great desire is to benefit the people and to restore them, if possible, to health. Do not, then, believe lying rumours. The rascals who spread them will most certainly be severely punished. Take heed lest you also become involved in their machinations and repentance comes too late.

Enclosure 2 in No. 2.

However, if blame is to be attached to the Government in the past, I am determined at all events that it shall not be attached to the Government in the future, and with this object I have asked the Attorney-General to prepare a Bill, the main principle of

which I will endeavour to explain to you as shortly as possible. As stated by Mr. Leach just now, that very able and energetic member of the community, Mr. Francis, Q.C., has shown the greatest ability and energy in grappling with all the correspondence and many difficulties which have arisen out of this epidemic. That learned Q.C. has promised to assist in preparing a Bill which, I hope, will render a recurrence of such an epidemic as the one now with us impossible in the future. This Bill will, of course, be of a very drastic character. It will give the Government—this is of course simply what we propose—it will give the Government power to enter into immediate possession of, and pull down, and destroy, all dwelling-houses and blocks of houses unfit for human habitation. It will provide that the Government shall at once resume the possession of all land on which such dwellings are built, paying, of course, compensation for so doing. It will provide that the Government shall have power to enter all houses now insanitary, though capable of being put into thoroughly sanitary condition. Owners will be compelled to amend all such defects in the houses as render them insanitary. The Government will have power to re-survey and re-arrange all lots so taken, and open new roads and improve the old ones. Power will also be taken to enter and inspect all Chinese houses; such houses will be numbered and classified, and a fixed number of tenants will be allotted to each house and room, and owners will be obliged to enter into a covenant that that number shall not, in any case, be exceeded; any infraction of that covenant will, of course, be followed by heavy penalties. There are naturally and necessarily many questions of detail; questions, for instance, of providing for those removed from infected districts, questions dealing with the rights of mortgagees and lessees, and questions of awarding compensation; but, roughly speaking, the main features of the Bill are those I have endeavoured to describe. With an Ordinance of this sort in force, I need hardly tell you that Taipingshan and a great many streets not in Taipingshan will probably be razed to the ground and re-erected on proper sanitary principles. You will understand that such a measure as this affects many existing interests and will be of a very complicated character, and, necessarily, the Attorney-General, even with the assistance of Mr. Francis, will require some considerable time in which to prepare it. I can only hope, however, that he will not keep us long in suspense for I think that the old adage “Strike while the iron is hot” is most applicable just now. I feel also certain that when the Bill comes before you, recognising the necessity for some very strong measure and realising the dreadful effect of the plague on the best interests of the Colony in the future if any half measures should be adopted, you will give it your full and ready support. There is another matter connected with the plague which I may refer to, and that is the possibility of increasing our water supply. I suppose that drought to a great measure is responsible for this epidemic, and I understand that there is a large storage capacity available both at Tyiam Reservoir and at Pokfulam if the Council were to decide that the storage capacity should be increased. I may say that, in my own opinion, it will be no use giving a larger supply of water to the Chinese quarter unless it is distributed in a proper manner by responsible officials. What we want, as was well said in the paper this morning, is not so much a house-to-house visitation as a drain-to-drain visitation, and, unless we can flush these drains regularly, I am afraid we shall not get rid of the seeds of the disease. It would be retrograde of me to say, perhaps, that the separate drainage system was a failure, but I cannot help being of opinion that the proper system, if it could be carried out, for Chinatown would be the surface system (hear, hear) which is in force in the West India Islands where I have resided. There you see everything above ground, whilst here you do not see the dead cats, the dead rats, and old rags that fill up the drains and cause such an intolerable and dangerous nuisance. I should be glad to know what the feeling of the unofficial members is in regard to the additional water supply. I should be prepared to call for reports from experts here, if they considered it advisable, and I understand that for a moderate expense—\$70,000 or \$80,000—we could get 70,000,000 gallons more at Tyiam alone. Before sitting down, I think there is one other thing I ought to say and that is that I am sure the community at large and the Government feel most deeply indebted to the military and naval authorities for the gallant voluntary assistance which the officers and men have given to us, and are still affording to us, during this plague. (Applause.) They have thrown themselves into the disgusting and filthy work required of them with true characteristic British pluck, and one gallant officer has sacrificed his life in endeavouring to assist the community. I am quite sure that, when the sad history of this plague is written, one of the brightest spots will be that page which records how officers and men, numbering over three hundred in all, gallantly assisted us by risking their lives with a view to saving the lives of thousands of others from whom they could never expect recompense, gratitude, or even thanks. (Applause.) I fully

endorse all that the Attorney-General has said with reference to Mr. Francis. I appreciate his help most thoroughly. I also wish to say that the Government is indebted to several public officers and lay volunteers, though the latter are not in such numbers as I should like to see, for the courage and energy they have shown in endeavouring to grapple with this disease. I hope, therefore, gentlemen, after what I have said, that you will be prepared to give the Government your fullest and most hearty support in any measure and in any action we may take not only to stamp out this plague but to prevent a recurrence of it in the near future.

No. 3.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 26, 1894.)

TELEGRAPHIC.

Total of deaths 2,474. Will telegraph weekly returns.

No. 4.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 30, 1894.)

TELEGRAPHIC.

No new cases of plague for three days. Suggest publication.

No. 5.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received July 30, 1894.)

MY LORD MARQUESS,

Government House, Hongkong,
June 22, 1894.

WITH reference to the 28th paragraph of my Despatch of the 20th June,* I transmit to you, for your information, a cutting from the "China Mail," headed, "Discovery of the Plague Bacillus. Interview with Professor Kitasato."

I have, &c.
(Signed) WILLIAM ROBINSON.

Enclosure in No. 5.

"THE CHINA MAIL," Hongkong, Wednesday, June 20, 1894.

DISCOVERY OF THE PLAGUE BACILLUS.

INTERVIEW with Professor KITASATO.

It has been known for some time that two Japanese gentlemen, experts with regard to infectious diseases, have made a special study of the local outbreak of Asiatic typhus. It was a wise measure of the Japanese Government to send these scientists here, but the results of their investigations will concern and, we trust, eventually benefit, this Colony as much as Japan. One of these gentlemen, Professor Kitasato, after passing through the usual course of medical studies at the Tokyo University and taking his M.D. degree, spent seven years, from 1885 to 1892, at Dr. Koch's Institute in Berlin, where he devoted all his time to the study of the bacteriology of Infectious diseases. After successfully passing the medical professorate-examinations in Berlin, he returned to Japan, and established there, unconnected with the Government, an institution similar to that of Dr. Koch for the biological investigation of the infectious

diseases of Japan. The other gentleman, Professor Aoyama, is a medical graduate of the Tokyo University, where, after spending four years in Berlin in the study of pathology, from 1883 to 1887, he has since been lecturing as professor of medicine. Both gentlemen have now, for some time past, been taking every opportunity on board the "Hygeia" and in the different hospitals, studying the disease in all its stages and making sundry experiments. Professor Aoyama pays special attention to the morphology, and Dr. Kitasato to the biology, of the disease. The results of their observations are now being embodied, for the information of the Japanese Government, in a joint official report, which is in process of elaboration. A local gentleman has been favoured, in the course of an interview, with a brief outline of what will probably be the leading features of this interesting document.

The two specialists, it would seem, agree in identifying the plague now raging in Hongkong with that bubonic plague which devastated Europe first in the sixth century (when it was imported from the Levant), and ever since made its appearance here and there, being historically best known in connection with the Great Plague which decimated London in the 14th and 17th centuries. They have further identified it, to a limited extent, with the sporadic outburst of plague which occurred in Astrakhan from 1878 to 1879, when a small shining bacillus was found in the blood of human patients. But as biology was then in its infancy, and the instruments now available were then hardly known, no great importance can be attached to the description then given of the specific plague bacillus. Again, the two experts have identified the Hongkong plague with that bubonic typhus which Professor Hirsch of Berlin, in his "Typography of Diseases," states to be endemic in the Chinese province of Yunnan. Professor Hirsch's account of the Yunnan plague, they say, stands confirmed by observations made by some medical missionaries at Meng-tze, a district city in Lin-an Fu (Yunnan) situated under lat. $23^{\circ} 34'$ and long. $118^{\circ} 08'$, and more recently by Dr. Horder of Pakhoi, one of the ports open to foreign trade, in the province of Kwang-tung, Lien-chou Fu, under lat. $21^{\circ} 39'$ and long. $108^{\circ} 59'$. From the pathological description which the two gentlemen gave of a typical case of plague, as observed in Hongkong, it would seem that the period of incubation generally lasts from two to seven days, followed by prostration and high fever, starting from 40 degrees Celsius, and concluding with delirium and coma. But protracted cases are generally accompanied by the development of buboes, boils, or petechiæ, convalescence setting in about the sixth day. As regards the biology of the disease, Professor Kitasato considers himself to have been fortunate enough to have discovered the specific bacillus of the local form of plague, and his *confrère*, Professor Aoyama, agrees with him in describing this specific plague-bacillus as being what is called in German a "stäbchen" bacterion, having the form of very slender straight filaments of short length. This bacillus, found in the blood of plague patients from the second day of the outbreak of the disease, and devastating the principal internal organs, has been indisputably identified as the real agent of mischief by Dr. Kitasato. His colleague, Professor Aoyama, agrees with him in stating that, unless the bacillus discovered at Astrakhan but imperfectly described was the same species, no such bacillus has hitherto been found in human blood. The only kinds of known bacilli which to a limited extent may be compared with this plague bacillus are two classes of bacteria hitherto found in animals only, viz., the "milz-brand" bacterion (bacillus anthracis) which morphologically resembles the plague-bacillus about as much as the "Hühner-cholera" bacterion (found in poultry diseases) resembles it biologically. Experiments made by Dr. Kitasato in breeding and multiplying the specific plague bacilli discovered in Hongkong and in inoculating different animals with a preparation of the virus thus obtained have invariably produced, within two days, the death of these animals under symptoms conclusively exhibiting the symptoms of plague, though the symptoms of vomiting, diarrhoea, and buboes were absent, owing to the rapid development of the disease. Of course, Dr. Kitasato, being satisfied that, in the case of a plague patient, there is no other alternative but either the bacilli or the patient must die, is on the look-out for bacteriocides, inimical to this specific plague bacillus, and Professor Aoyama is otherwise investigating the peculiar bacteriotherapeutics of plague, but it is too early yet to expect any definite conclusions in these respects. There is some hope, however, that the inquiries now pursued by these specialists may contribute towards the eventual discovery of a cure for this terrible scourge, which at present seems to defy the best medical treatment.

It is the firm conviction of both professors that nothing definite can be said yet with regard to how this plague-bacillus, which so ruinously attacks the principal internal organs of the patient, gets into the human system. They consider it probable

that it is drawn from the air by breathing, but they are decidedly of opinion that the peculiar habits of the Chinese and the general filthy conditions of the dwellings of the lower classes in China and Hongkong form a specially favourable breeding-ground for this particular bacillus. Looking to the peculiar habits of the Chinese people, and to the fact that this terrible plague is endemic in Yunnan, they do not see that there is much ground for the sanguine hope that the plague will ever be permanently stamped out in South China. On the contrary, they fear that it is much more likely that the plague, which has evidently ravaged China since times immemorial without being scientifically noticed, will continue alternately to languish and revive now, since it has once established breeding grounds in so many places which commercially inter-communicate with each other. The investigations of these scientists are by no means concluded yet, and the two professors may, therefore, spend some time yet in Hongkong. Their final official report, whenever it may be ready, will no doubt prove of great value not only to the Japanese, but also to the Hongkong Government; and the University of Berlin may be congratulated upon having furnished Hongkong, and, we may say, the scientific world, with such able, painstaking, and scientifically cautious observers as Professor Kitasato and Professor Aoyama. We must add that the foregoing account has not been corrected by the two scientists, and, as it is merely a summary of what a non-professional, but deeply-interested, listener gathered from a desultory half-hour's conversation, we warn our scientific readers to take the above for what it may be worth.

No. 6.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received August 7, 1894.)

TELEGRAPHIC.

Total mortality 2,504.

No. 7.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received August 7, 1894.)

Government House, Hong Kong,

July 3, 1894.

MY LORD MARQUESS, ON the 28th ultimo, I received a telegram from your Lordship in these words.*

To this I at once replied.†

I have this afternoon sent you the following telegram.‡

Since the date of my last telegram, there has been a decided improvement in the central and western districts of the city, and a prospect of the cessation of the epidemic which has been rife in the Colony for nearly two months. Happily, the disease has not taken root in the Eastern district.

There are a considerable number of cases in Yaumati, but all the other villages in the Colony are free.

The working staff has been reduced, and the expenditure has been slightly curtailed. Whilst I am glad to be able to send a more favourable report, I may assure your Lordship that the Government will not relax its vigilance until Canton and the Mainland are free.

With reference to the 28th paragraph of my Despatch of the 20th June,§ I regret to report that two of the Japanese bacteriologists have been attacked, viz., Drs. Ishigama and Aoyama. One of these gentleman cut his finger whilst performing a post-mortem operation. The Japanese mission, having been turned out of the Hong Kong Hotel in consequence of these two cases, are now being entertained in the Civil Hospital at the cost of the Government.

H. Allen is convalescing.

I have, &c.

(Signed) WILLIAM ROBINSON.

* See No. 17 in [C.—7461] of July 1894.

† See No. 22 in [C.—7461] of July 1894.

‡ See No. 18 in [C.—7461] of July 1894.

§ No. 2,

No. 8.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received August 7, 1894.)

Government House, Hong Kong,
July 4, 1894.

MY LORD MARQUESS,

WITH reference to the 27th paragraph of my Despatch of the 20th June*, I have the honour to transmit, for your Lordship's information, an "editorial" from the "North China Herald," respecting "the New Plague."

I have, &c.
(Signed) WILLIAM ROBINSON.

Enclosure in No. 8.

THE NEW PLAGUE.

June 29.

A writer in the "Shên-pao" investigates the question of the plague in Canton and Hong Kong. Some say, he remarks, that it is an entirely new disease, while others believe they find it described in old Chinese works, such as the "Su-wen" and the "Shang-hun-lun." The name by which it is now distinguished is taken from the peculiar swellings which appear first behind the ears, then in the armpits and between the legs. It is therefore called kota-wen, wen being the general name for an epidemic, and kota meaning any swelling. The writer identifies it with the yang-tsz-chêng of the province of Yunnan, which has already been described at Mêngtze and Pakhoi by the Commissioners and medical officers of the Chinese Customs residing at those places. The latest of these (for the year ending the 31st of March 1891) is that of Dr. A. Sharp Deane who says in his report of the health of Pakhoi: "Bubonic plague mentioned in my last report as having broke out at Lungchow disappeared in April, after a heavy fall of rain. No cases occurred at this port during this year. The Chinese are of opinion that bubonic plague emanates from the ground, and is favoured by a long continuance of dry weather, when the earth becomes porous, and numerous fissures appear on the surface, facilitating the escape of whatever causes the disease. Heavy rain, they say, prevents the occurrence of plague; or if it is already among them, a downpour of two or three days' duration will cause it to cease."

Looking at the matter under the light of the information we have received, this singular and alarming epidemic may be regarded as a new disease territorially limited to places lying near the tropic of Cancer, and travelling eastward in the same isothermal line from which it began its destructive career. Yunnan is a country where animal life flourishes, and where malaria is always abundantly present. But what is malaria? It is a form of animal life which preys parasitically on the human frame. The small-pox came from the jungle country of the south into China in the second century of our era, as Chinese history assures us. This is the first mention of small-pox in any literature. The reader should not believe what the "Revue des Deux Mondes" says about its being mentioned in China B.C. 1200. This is not the case. Even able writers such as those whose contributions adorn the pages of this French review take liberties which they ought not when speaking of China. In the interest of historical research, it would be well if writers would cease to guess at what is recorded in the Chinese annals. The French savant concludes that small-pox has existed from time immemorial in China and Japan. This is not a statement convincing or satisfactory. The real facts are that the small-pox appeared in China in the second century A.D. and in Europe in the sixth century. It was conveyed to Europe by the Saracens. It originated in the same, or nearly the same, jungle country where the new plague of Hong Kong and Canton sprang up. As it would seem, it was somewhere about the tropic of Cancer in both cases. So it was with cholera. Cholera began in the delta of the Ganges, also in jungle country. The sun is vertical there, heat is intense, vegetation flourishes, and food is abundant for every form of animal life. These pestilential diseases, if we trace them then to their origin, are derived from such regions as the jungles found in the deltas of great rivers, and chiefly those reaching the sea under the tropic of Cancer: there is found the

* No. 2.

greatest variety of animal and vegetable life and there have grown up the various great pestilences which have afflicted mankind. As to the plague which spread over Europe in the 14th, 15th, 16th, and 17th centuries, it may be of African origin, as the "*Revue des Deux Mondes*" supposes, but it was also, like the alarming plague which is now dying away at Canton and Hong Kong, often characterised by swellings under the armpits and in the groin. There were several kinds of plague, and we cannot be positive in asserting, or denying, the identity of the present plague with those which alarmed our forefathers and desolated Europe. But with regard to this, the present destructive plague, the facts known to us render it extremely probable that it is quite a new disease occasioned, like the typhoons of the China Sea, in some way by the effect of the sun's heat at the tropic of Cancer. Investigation into the origin of these winds has led to the discovery that they commence in the ocean near the Philippine Islands. It is there where the sun turns round at the summer solstice, and there the most destructive winds take their rise.

In some inscrutable manner the powerful influence of the sun in the same latitude, but on land, seems to be connected with the bacilli which cause fatal diseases of epidemic types when stirred to extraordinary activity. The diseases thus occasioned are first local, then epidemic, and then endemic. Whenever the career of these diseases can be checked by sanitary regulations and assiduous medical care, an immense boon is conferred on mankind, because this change from the local to the epidemic and from the epidemic to the endemic form is capable of being checked by intelligent human provisions of a sanitary kind. That the law of advance is from local to epidemic seems to follow plainly from the facts we now possess. Dr. Lowry states that the disease came to Pakhoi from the city of Chinchou, 60 miles to the west. From that place it spread to Lienchou, 20 miles eastward and then appeared at Pakhoi on the coast 50 miles farther. From this seaport to Canton the distance is 150 miles or thereabouts, and the direction is eastward. In the course of 10 or 12 years, this pestilence has travelled from Mengtze in 104° longitude to Hong Kong in 114° in direction of east-south-east. It has kept on the lines of traffic, yet only from west to east on the whole. It comes from a malarious country which has been for four centuries notorious among the Chinese as dangerous to human life. This circumstance supports the Chinese view that this pestilence comes out of the ground. The minute animal that causes it first attacked various animals and then man. Drought is connected with pestilence, and rain often, as in the case of the Yunnan plague, is the means of bringing about a cessation of its ravages. If this pestilence is to be checked before it becomes a world-wide minister of destruction, there must be great sanitary activity and the universal cleansing of streets and sewers. The history of the cholera and of the old plague shows how far diseases of tropical origin may spread after they have acquired new strength, even to temperate climates. To prevent this in future will be a noble triumph of sanitary science.

No. 9.

COLONIAL OFFICE to ADMIRALTY.*

SIR,

Downing Street, August 7, 1894.

I AM directed by the Marquess of Ripon to enclose, for the information of the Lords Commissioners of the Admiralty, the enclosed copy of a Despatch† from the Governor of Hong Kong, which will be included in a Parliamentary Paper, respecting the recent outbreak of bubonic plague at Hong Kong.

2. I am to request that the attention of the Lords of the Admiralty may be called to pars. 4 and 16 of this Despatch, in which the Governor acknowledges the great assistance which he has received during this terrible crisis from the naval and military forces in Hong Kong.

3. His Lordship wishes to add his acknowledgements to those of the Governor.

I have, &c.

(Signed) R. H. MEADE.

* A similar letter was addressed to the War Office.

† No. 2.

No. 10.

THE MARQUESS OF RIPON to SIR WILLIAM ROBINSON.

SIR, Downing Street, August 10, 1894.

I HAVE the honour to acknowledge the receipt of your Despatch of the 20th of June,* giving a full account of the outbreak of bubonic plague at Hong Kong and of the measures which have been taken to prevent the spread and minimise the evil of this terrible epidemic.

2. At the conclusion of your interesting Despatch, you express a hope that the proceedings which you have taken will meet with my approval, and I have great pleasure in assuring you that I fully approve of what has been done, as described in your various Despatches, and appreciate the firmness and energy which have been shown by your officers and yourself in the face of a great crisis.

I would ask you to convey my acknowledgements to the gentlemen whose names you have specified, as also to the Commanders of the naval and military forces, thanking them for the assistance which was readily given, and which was of much service to the community. I deeply regret that such assistance was not given without loss of life. A copy of your Despatch has been communicated to the Lords Commissioners of the Admiralty and to the Secretary of State for War.

3. Mr. Cooper has been consulted informally with regard to the drainage question, as affected by the plague; but, as to any measures to be taken for the prevention of similar troubles hereafter, by promoting sanitation and prohibiting overcrowding, I prefer to wait until you have been able to consult him after his return to the Colony, which is now imminent, and are able to submit definite proposals with some approximate estimate of the cost. You will also be able, at a later date, to measure more accurately than is possible at present the total loss which the Colony has suffered.

4. I take this opportunity of acknowledging the receipt of the Despatches† of the dates noted in the margin, which are also connected with the subject of the bubonic plague.

I have, &c.
(Signed) RIPON.

4th June.
20th June.
22nd June.
3rd July.
4th July.
1894.

No. 11.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received August 13, 1894.)

Government House, Hong Kong,
July 7, 1894.

MY LORD MARQUESS,

IN continuation of my Despatch of the 3rd instant,‡ I have the honour to inform you that I sent the following telegram to your Lordship this morning.§

The statistics of the plague since the date of its outbreak are as follows:—

	Chinese.	Indians.	Portuguese.	Europeans.	Others.	Total.
Admissions to hospitals	1,933	17	17	11	10	1,988
Deaths	2,331	11	13	3	5	2,363
Discharges	—	—	—	—	—	74

The total number under treatment yesterday was 156.

I annex a nominal list of the Europeans, Portuguese, and Eurasians, Indians and others who have been attacked and admitted to the hospitals. "Others" includes Japanese. Those marked with a cross (X) are dead.

Of the Europeans, Lockley and Williams were discharged several days ago, and the remaining soldiers whom I saw yesterday on board the "Hygeia" are progressing favourably.

Professor Aoyama ("Hygeia") is seriously ill, but Dr. Ishigama is apparently mending. The Japanese Government has telegraphed an expression of its cordial thanks to this Government for the kindness that has been extended to the members

* No. 2.

† Nos. 27 in [C.—7461] and 2, 6, 7 and 8 in this paper.

‡ No. 7.

§ See No. 23 in [C.—7461].

of the Japanese Mission, which includes Professor Aoyama and Dr. Ishigama, and which was sent to Hong Kong to inquire into, and report upon, the plague.

I have, &c.

(Signed) WILLIAM ROBINSON.

P.S.—The last report from the “Hygeia” as to Professor Aoyama is that he is slightly better.

(Initialled) W. R.

July 10, 1894.

Enclosure in No. 11.

Europeans.

Edwin Lockley.	Henry Thurston.
Chas. Williams.	Wm. Allford.
Francis Bellew.	Frank Reeves.
Capt. Geo. Vesey. ×	Henry Allen.
Jas. Dalton. ×	Fred Benning. ×
Wm. Humphreys.	

I. Gibson reported dead. Discharged; not a true case of plague.

I. Boliver × died at Wellington Barracks. He was too ill to be removed to “Hygeia.”

Japanese.

Professor Aoyama.	Mrs. Kawani. ×
Dr. Ishigama.	O Kitz.
Abi Hiyakutaro.	O Jugo. ×
Achi Yemamoto. ×	T. Nakahara. ×
Osenza. ×	

Portuguese and Eurasians.

Unkown. ×	Filomeno Tobentino. ×
Joseph Fernandez. ×	Andrew Pereira. ×
Francisco Gonsalves.	P. Senna.
Mathilda Martinez. ×	Zepherino Pahorino Lopez. ×
Francisco Delabega. ×	Julia Grant. ×
Cypruno Gonsalves.	Valentine Villeges. ×
Sellan Gonsalves.	John William. ×
Pedro Medereiro. ×	Minino Gracias. ×
Antonio. ×	

Indians.

Mrs. Bisho. ×	Loko Mull. ×
Kennie Bisho.	Gunuvo Mull. ×
Fatty Deen.	Koonda Mull.
Nido. ×	Shevak Mull. ×
C. Choovermell. ×	Ma Ma Satiar. ×
Mrs. Sorrid. ×	Fatima. ×
Namar. ×	Dimshaw Sorabji.
Nana Mull.	Ma Ma Mond.
Fatima Kurrem. ×	

Others.

Mrs. Ezra.

NOTE.—The above are the names of persons (other than Chinese) who have suffered from the plague in this Colony. Those marked with a × after the name have died. The return is made out to noon.

(Signed) E. A. RAM.

July 6, 1894.

No. 12.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received August 13, 1894.)

Government House, Hong Kong,
July 8, 1894.

MY LORD MARQUESS,

I HAVE the honour to inform your Lordship, with reference to my telegram of the 16th June* and my Despatch of the 20th June,† that I am glad to report that Gibson, a member of the garrison who was stated to be dead, was really discharged convalescent from the "Hygeia." I accordingly telegraphed to your Lordship this morning.‡

J. Boliver, mentioned in my telegram of the 22nd June,§ died from the plague in Wellington Barracks. After the disease from which he was suffering had been diagnosed, he was too ill to be removed to the "Hygeia."

I have, &c.

(Signed) WILLIAM ROBINSON.

No. 13.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.

(Received August 16, 1894.)

TELEGRAPHIC.

Total mortality, 2535.

No. 14.

ADMIRALTY to COLONIAL OFFICE.

(Received August 18, 1894.)

[Answered by No. 15.]

SIR,

Admiralty, August 17, 1894.

I AM commanded by My Lords Commissioners of the Admiralty to request that you will inform the Secretary of State that the Commander-in-Chief on the China Station, in a letter dated 8th ultimo, No. 287, from Japan, has reported that the plague at Hong Kong showed little reduction in virulence by last accounts; and that Commodore Boyes, while doing everything in his power to assist the Colony, is taking all requisite precautions to prevent the spread of the pest to the Service afloat, in which he has been hitherto successful.

I am, &c.

(Signed) R. D. AWDRY.

No. 15.

COLONIAL OFFICE to ADMIRALTY.

SIR,

Downing Street, August 21, 1894.

I AM directed by the Marquess of Ripon to acknowledge the receipt of your letter of the 17th instant|| relative to the Bubonic Plague at Hong Kong, and to request you to inform the Lords Commissioners of the Admiralty that the reports lately received by telegraph from the Governor of Hong Kong have been more hopeful in character than that of the 8th ultimo from the Naval Commander-in-Chief on the China station, to which your letter refers.

I am, &c.

(Signed) JOHN BRAMSTON.

* No. 10 in [C.-7461].

† No. 2.

‡ See No. 24 in [C.-7461].
|| No. 14.

§ No. 12 in [C.-7461].

No. 16.

SIR WILLIAM ROBINSON to the MARQUESS of RIPON.
(Received August 23, 1894.)

TELEGRAPHIC.

Total mortality, 2,556.

No. 17.

SIR WILLIAM ROBINSON to the MARQUESS OF RIPON.
(Received August 29, 1894.)

TELEGRAPHIC.

Total mortality, 2,560.

STRAITS SETTLEMENTS.

REPORTS

ON THE

PROTECTED MALAY STATES

FOR

1893.

(For Reports for 1892, see [C.—7228], December 1893.)

Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.



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STRAITS SETTLEMENTS.

REPORTS
ON THE
PROTECTED MALAY STATES
FOR
1893.

SIR C. B. H. MITCHELL to the MARQUESS OF RIPON.

(Received July 30, 1894.)

Government House, Singapore,

June 30, 1894.

MY LORD,

I HAVE the honour to enclose, for your Lordship's information, the Reports for 1893 by the residents of the Native States of Perak, Selangor, Sungei Ujong, Negri Sembilan, and Pahang.

2. It will be seen that the points to which your Lordship drew attention in Despatch of the 23rd November last,* have all been reported upon by the Residents.

3. As I am just at present much pressed by the extra work imposed by the raid in Pahang, and as my experience of the Government of these States has hardly yet had time to mature, I abstain, for the present at any rate, from making any comments upon these different reports, the transmission of which to your Lordship I do not feel justified in any longer delaying.

I have, &c.

C. B. H. MITCHELL.

ANNUAL REPORT BY THE BRITISH RESIDENT OF PERAK FOR THE
YEAR 1893.

PERAK.

REVENUE.

1. The revenue of the State for the year 1893 amounted to \$3,034,094, a sum \$499,100 in excess of the estimates and \$344,528 more than was received in 1892.

2. Every district in the State shared in this increase except Selama, where the actual revenue fell short of the Estimates by \$456.

The items of revenue which show the principal increases are customs (\$315,591), interest (\$104,364), land (\$27,298), reimbursements (\$19,616), fines and fees of court (\$18,552), and licenses (\$17,911). The deficiencies, amounting in all to \$27,520, are almost entirely under railway receipts and fees of Office.

The year's Revenue exceeded the ordinary Expenditure by \$638,554.

3. Comparing the figures of 1893 with those of the previous year, every district except Krian shows an increased revenue. Customs (that is, duty on tin) gives an increase of \$217,149, Interest, \$48,980, and Railway receipts, \$34,966, while the total decrease amounts to only \$5,898.

EXPENDITURE.

4 The ordinary expenditure amounted to \$2,395,539, a sum \$125,550 less than was provided by the estimates, but \$346,049 more than the corresponding expenditure in 1892.

* No. 2 in [C 7228] December 1893.

PERAK.

The principal saving against estimates was in the cost of establishments—viz., \$45,048, while, comparing the expenditure with that of the previous year, \$5,244 more was spent on roads, \$113,002 more on buildings, and \$40,196 more on open railways, than in 1892.

It is interesting to note that the payments to Malay Chiefs, which in 1891 amounted to \$40,603 and in 1892 to \$63,417, rose last year to \$86,564.

Besides the ordinary expenditure, a sum of \$1,005,546 was expended from surplus balances—\$775,851 on the Kinta Valley Railway, \$132,827 on roads, and \$92,555 on works and buildings. The total expenditure for the year was, therefore, \$3,401,086 against a total expenditure of \$3,094,855 in 1892 and of \$3,146,129 in 1891.

BALANCES.

5. The balances on 1st January, 1893, were—	\$
Cash in treasuries and bank balances - - - -	219,914
Investments - - - -	373,897
Total - - - -	<u>593,811</u>

On 1st January last the figures were—	\$
Cash in treasuries and bank balances - - - -	131,721
Investments - - - -	Nil
Total - - - -	<u>131,721</u>

The surplus balances are, therefore, for practical purposes, exhausted, and had the 1893 estimates of revenue and expenditure been exactly realised, it would have been necessary during the year to raise several hundreds of thousands of dollars to meet the cost of railway construction.

ASSETS AND LIABILITIES.

6. On the 1st January, 1893, the assets were - - - -	\$
Liabilities - - - -	1,159,094
Excess assets - - - -	<u>416,142</u>
	<u>742,952</u>

On the 1st January, 1894, the position was—	\$
Assets - - - -	860,202
Liabilities - - - -	415,668
Excess assets - - - -	<u>444,534</u>

Of this balance, \$87,000 is owed by Pahang, another \$100,000, more or less, is not immediately available, and the remainder is required to meet Crown Agents' accounts and provide a reasonable surplus for carrying on the administration without embarrassment.

TRADE.

7. The trade returns give the following result:—	\$
Value of imports - - - -	10,188,448
Value of exports - - - -	14,499,475
Total value of trade - - - -	<u>24,687,923</u>
Increase over corrected returns of previous year - - - -	<u>2,968,124</u>

These figures again exceed any previous record, and, if the value of specie imported and exported during the years 1892 and 1893 be omitted from the returns, the value of trade in 1893 exceeded that of 1892 by \$4,384,565, the largest annual increase ever made.

The trade returns for 1893 are more reliable than those formerly prepared, and they are more interesting. The balance in favour of exports continues to increase, the value of tin and tin ore exported in 1893 amounting to \$11,895,465, a sum \$2,462,913 in excess of the value of the same export in the previous year. Krian sugar shows an increased production valued at \$281,259, while from the same district over a quarter of a million gantangs of Padi (value \$179,802) were exported, and \$98,900 worth of rice. The fishing industry has prospered, its exports amounting in value to \$121,968, against \$47,745 in the previous year. The exports of pepper in 1892 were covered fourfold by those of 1893, and a new export appears on the list in "Copra," of which \$4,054 worth was exported from Lower Perak in 1893.

The imports tell an equally satisfactory tale. Three times as much specie came into Perak in 1893 as left it, while in 1892 the imports were but double the exports. Of other imports there is only one—hardware—that shows any considerable reduction on the figures of 1892, while live stock, vegetable and mineral oils, provisions of all sorts, rice, wines and spirits, tea, sugar, and tobacco all show large increases. Perhaps the most remarkable increase is that of piece goods, of which \$160,825 worth were imported in 1893, against \$97,749 worth in 1892.

LEGISLATION.

8. There were six meetings of the State Council during the year, and the following measures were passed:—

1. Quarantine and Prevention of Disease Amendment.
2. Police Supervision over Habitual Offenders.
3. Succession Duties Amendment.
4. Transmission of Chinese Letters Amendment.
5. Perak State Savings Bank.
6. Civil Appeals.
7. Sanitary Boards.
8. Registration of Bills of Sale Amendment.
9. Management of Chinese and Japanese Brothels.
10. Registration and Survey of Steam Vessels.
11. Tyres of Cart Wheels.
12. Railways.
13. Registration and Control of Lepers.
14. Weights and Measures.
15. Pensions to Government Officers.
16. Products on State Lands Amendment.
17. Sanitary Boards Amendment.
18. Indian Immigration.
19. Preservation of Game.
20. Banishment.
21. Management of Chinese and Japanese Brothels Amendment.
22. Chinese Labour.
23. Chinese National Laws of Marriage and Inheritance.

ADMINISTRATION.

9. Mr. E. W. Birch took up his appointment as Secretary to the Government of Perak in January. The State engineer (Mr. F. St. G. Caulfeild) returned from leave of absence, the district magistrate, Krian (Mr. C. Wray), went on leave, and Mr. F. Duberly took up the work.

The Orang Kaya Laksamana, Haji Slêman, one of the principal Malay Chiefs and a member of the State Council, died at Teluk Anson in December.

Mr. Noel Denison, Superintendent of Lower Perak, died in Penang in August, and was succeeded by Mr. E. J. Brewster, Commissioner of Lands. Mr. A. Butler, district magistrate, Kuala Kangsar, was promoted to be Commissioner of Lands, and Mr. Hugh Clifford, at present acting as resident of Pahang, was appointed to succeed Mr. Butler.

Mr. F. W. Brewster, assistant to the district magistrate, Kinta, was killed by a sad accident in May, and a fortnight later Lieutenant Martin, Connaught Rangers, Adjutant Perak Sikhs, was thrown from his horse and died from the injuries received.

Mr. Brewster was succeeded at Ipoh by Mr. Hulbert, and Lieutenant Martin by Lieutenant Metcalfe, Northamptonshire Regiment.

Dr. H. A. Haviland was appointed a district surgeon.

LAND AND AGRICULTURE.

10. The land revenue collected in 1893 amounted to \$150,522, and the expenditure of the whole department was \$123,148.

A comparison with the revenue of the previous year (\$152,900) is favourable, because \$8,635 less were received in 1893 for Premia, and \$7,946 more for land rents, than in 1892.

Great and successful efforts were made during the year to reorganise the work of this most important department.

The period was one of transition, and to some extent is so still, but land officers have been roused to a deeper interest in their work, unity of system is being insisted upon, and the current year will show the result of what has been done.

If supervision is not relaxed, and work is continued on the present lines, it is certain that the Perak land department will develop into one of great efficiency and will make a substantial contribution to the revenue of the State.

The revenue received from land rents only during the year was \$89,472, and the progress made is fairly evidenced by the return of revenue collected during the last five years:—

	1889.	1890.	1891.	1892.	1893.
	\$	\$	\$	\$	\$
	82,108	75,387	92,603	152,900	150,522

The following figures give the land alienated during the year:—

Town lots	-	-	-	-	214
Agricultural land	-	-	-	-	8,549 acres.
Mining land	-	-	-	-	8,143 acres.

MINES.

11. The tin and tin ore exported from the State during the year amounted to 316,201 pikuls, or 18,821 tons, against 278,254 pikuls in 1892. Of this quantity, the Kinta district produced 230,725 pikuls, Larut coming next with 69,892 pikuls.

The highest export for any one month was 32,301 pikuls, in July, and the lowest 20,253, in March. The average price of tin for the year was \$37.60 per pikul, that is about 75*l*. a ton, and by the end of the year it had fallen to about 65*l*. The price which ruled in 1892 was 90*l*. a ton. It is curious that, while the highest average local price recorded for one month, \$39.85, was in March, when the production was least, the lowest, \$36.13, was in June, the next month to that of the greatest output of tin.

The Government prospectors did a great deal of valuable work during the year, especially in the Kuala Kangsar district, but there is little doubt that immense tracts of payable land have never yet been touched. Of lode mining for tin, practically nothing was done, but the gold mine at Bukit Mas, in the Batang Padang district, has been further opened up, with the most encouraging results, and, though yet in its infancy, is making a steady yield of metal more than sufficient to pay all expenses.

12. For the moment, Kinta is the centre of mining enterprise, and I cannot do better than quote the following paragraphs from the able report of the district magistrate (Mr. J. B. M. Leech). The advancement of this district is almost incredible. Ten years ago it was little more than a vast stretch of jungle, unapproachable except by a shallow and rapid river, and possessing not a single mile of first-class cart road nor a village of any importance.

“During the year 240 titles for 4,492 acres of mining land were issued; 234 of these were new leases, and the remaining six agreements for leases. Fifty-seven leases for 822 acres of agricultural land were also issued, while at the end of the year there were in the land office, ready for issue, 106 mining leases for 2,015 acres, two suburban, and 31 agricultural, leases for 84 acres, and there were 859 mining leases for 15,847 acres, and 593 agricultural and suburban leases for 2,958 acres of land in various states of preparation. There remained, besides, 1,655 applications for 29,143 acres of land registered in the books, but still unattended to, while fresh applications keep pouring in every day. Considering the small staff, the amount of work done is very creditable.

but an immense amount more could have been got through, and the land revenue could have been greatly increased if a sufficient number of demarcation and settlement officers have been allowed.

"With reference to the titles in course of preparation, it is right to notice that, though there is considerable delay in issuing them, owing to the weakness of the demarcation staff, this does not prevent the land being worked, as directly the lines are cut round a block, and the boundary stones put in, permission is given to the applicant to work, although the title may not issue for months after.

"There were several successful land sales during the year. Two hundred and ninety-six acres of mining land in different parts of the district were sold by auction, and the average price obtained was \$21.90 an acre. Thirty-six acres of suburban land at Ipoh sold for \$3,401, or \$93.08 an acre, while 10 town lots at Ipoh fetched \$288 a lot, and 5 town lots at Batu Gajah brought \$179.20 a lot.

"With reference to the mining itself, there has been little change, except in the case of the new system of hydraulic mining introduced by Messrs. Pike and Osborne, at Gopeng. But in the terms on which the Chinese mining coolies work there has been a very important (though a gradual) alteration, which is worthy of notice.

"Formerly the coolies were nearly all employed on what was really the truck system. They were engaged for terms of six or 12 months, either as contract coolies employed in stripping, as wages coolies employed in raising ore, or as co-operative coolies who shared in the profits of the mine. In either case they worked for a long term, generally a year, and were only paid once every six months, when the books were made up, wages paid, and profits divided. In the meantime, the coolies had to depend entirely for their subsistence on advances made by their employers, the advances frequently amounting to large sums, and a single coolie often owed his employer over \$100. It was to protect the advancers under this system that the Perak labour regulations and the system of discharge tickets were introduced. The system has, however, gradually changed, partly owing to the free sale of tin ore, which became common when the Straits Trading Company began to ship ore and smelt at Singapore (which did away with the old half-yearly smeltings), and partly owing to the great increase in surface workings in Kinta, which occurred with the introduction of the short wash-box (*lancheut kechil*), which is now used in most mines. In the surface workings the returns are immediate, and the coolies declined to wait six months for a settlement. They insisted on being paid at short intervals, and if the towkay refused they ran away in hundreds, leaving nothing but debts behind them. Under such a strain the labour regulations and discharge ticket system proved useless as a check. The demand for coolies was so great that no employer took much trouble to find out whether a coolie who asked for work had a discharge ticket or not, and runaway coolies were taken on wholesale. Under these changed conditions, giving large advances meant ruin to the employers, and the towkays wisely reduced the amounts advanced, and now an advance to a coolie of more than \$3 or \$4 is rarely heard of, while in some cases the coolie, on joining a new kongsi, gets nothing but a few days' rice to keep him going till he has earned enough to buy anything else he wants. Indeed, I would not be surprised if in time a small food ration will be the only form of advance known in the district.

"As a natural result of this change, the present labour regulations (embodying, as they do, the discharge ticket system), having ceased to be a protection to the employers of labour, sank into a useless formality, and in some cases a cause of annoyance to the towkays; and when the Protector of Chinese and I were appointed in August last to inquire into the working of the regulations they were universally condemned by both the labourers and the employers for whose protection they were originally introduced.

"The rates of wages paid to mining coolies during the year have been very high, they vary from 32 cents to 42 cents a day, with a food ration, the food, as a rule, amounting to 15 cents more; this is for daily labourers, while in many mines where the coolies work on the co-operative system, each man frequently makes 70 or 80 cents, or even, in some cases, as high as a dollar a day.

"Of lode mining there has been none in Kinta during 1893. Both the Selama Company and the Menglembu Company have closed their lode works as unprofitable, while none of the other applicants for lode concessions have done anything.

"In conclusion, I must mention the successful introduction of hydraulic mining by the Gopeng Company, who have a concession of 300 acres of hill land at Gopeng. This Company, at a cost of about \$50,000, have brought water $6\frac{1}{2}$ miles from the Kampar river to their concession. For four miles it is conveyed in 14-inch steel

PERAK.

pipes. The land is worked by means of a hydraulic monitor, which washes down the hill at the rate of 400 cubic yards in a day of 24 hours. Working on this method, only some 20 coolies are necessary, and, owing to the enormous saving in labour thus effected, the Company are getting good interest on their capital, though the ground worked is poor, in many places too poor, for Chinese to work. I believe this is the first time this system has ever been applied to tin mining."

Surveys.

13. During the year that is just past, special attention was devoted to agricultural and mining surveys. A regular system was initiated, and it was applied to all the districts in the State. Already good results have been obtained, arrears are being worked off, mukim and district maps are being compiled, the work is checked in the drafting office at Taiping, and while the work now done can be relied upon, a larger amount of demarcation, settlement, surveying, and drafting is obtained at less cost than formerly was the case. Some idea of the quantity of work dealt with may be gathered from the fact that the work of 12 Government surveyors and 24 demarcators passes through the hands of the revenue surveyor (Mr. J. P. Harper), with a staff of eight draftsmen and four probationers to assist him. The surveys of contract surveyors are also checked in this office.

The revenue surveyor and his assistants prepared 6,207 titles during the year, besides other work required by the various land offices.

14. Owing to the enormous amount of work required in the Kinta district to meet the wants of applicants, especially miners, it was decided to give out the work on contract, and the arrangement is working satisfactorily. The district magistrate, writing on this subject, says:—

"I am glad to report that the experiment of letting the survey of the Kinta district on contract to Mr. A. Baker has given fairly satisfactory results, and that a considerable amount of work has been put through in 1893.

"During the year, 16,651 acres of mining and agricultural land have been demarcated and surveyed on Gale's traverse system. Of this, 7,886 acres has been roughly plotted on to the district map, and the balance is being put on.

"In addition to this, 650 town lots have been surveyed and plotted, as well as 136 acres of suburban land in the neighbourhood of Ipoh.

"The contractor has now 12 survey parties at work, 23 demarcation parties, and a large office staff of computers and draftsmen, and the work is making steady progress."

POLICE AND CRIME.

15. The present strength of the 1st Battalion Perak Sikhs is:—a commandant (Lieut-Colonel Walker, C.M.G.), deputy commissioner, two assistant commissioners, superintendent intelligence department, paymaster, 19 inspectors and sub-inspectors, quartermaster, armourer, 685 Sikhs and 266 Malays. There is also a mounted detachment, consisting of 23 non-commissioned officers and troopers. The force is insufficient for the duties that it is called upon to perform. Excluding the troopers, it has been increased by 22 Sikhs and 119 Malays in the last 10 years, during which period the revenue of the State has been doubled, the population almost doubled, the road mileage more than trebled, many new police stations opened, many towns sprung into existence, and the number of police cases reported last year was 21,114, against 8,090 in 1884.

In view of these circumstances, I recommended an increase in the force, but it was not agreed to, and though the record of crime, both as regards the number of cases and the percentage of discoveries, is not satisfactory, I consider that the force, overworked and with constantly increasing duties, has well and faithfully endeavoured to cope with an almost impossible task.

The usual high standard of discipline was maintained, the conduct of the men was good, and the state of their health excellent. The re-arming of the whole force with Martini-Henry rifles and carbines was completed during the year.

16. Though the crime returns show a total of 21,114 cases reported, against 17,736 in 1892, 8,608 of these were reports of absconded coolies, against 5,226 similar reports in the previous year.

The percentage of discovered cases is given as 69.77, but if the more important cases only were considered, such as murder, gang-robbery, highway robbery, and house-breaking, nothing like such a favourable result would be obtained.

17. The recruiting of Sikhs in India by a new arrangement was not successful. Locally, a large number of men offered themselves, 87 of them having already served in the Indian army. The recruiting of Malays was better than usual.

The usual course of gunnery practice was gone through, with successful results.

Owing to the want of good ranges at out-stations, only 520 Sikhs and Malays went through the musketry course, and of these 34·60 per cent. became marksmen.

18. There are six manual fire engines in charge of the force, and a steamer of the "Greenwich" pattern was added during the year and posted at Ipoh. The Chinese shop-keepers assist both with men and money, and several villages have provided themselves with manual engines of Chinese manufacture. The total loss by fire during the year is put at only \$54,675, and that sum is probably greatly exaggerated.

19. The total cost of the force was \$295,958, and the amount of revenue collected by it (principally for cart and carriage taxes) was \$45,609.

The total number of pensioners of the force at the end of the year was 262, drawing \$9,167 in pensions. No death has yet been reported amongst the pensioners.

Captain H. Talbot (King's Own) resumed duty with the force, and became deputy commissioner. Lieutenant Metcalfe, Northamptonshire Regiment, succeeded Lieutenant Martin, killed by a fall from his horse. Inspector Hawkesby died in April, and inspector of vehicles Rawlins in January, 1893.

PRISONS.

20. The prisoners remaining in confinement at all the prisons in the State on 1st January, 1893, numbered

Admitted during the year	-	-	-	-	-	595
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Total	-	-	-	-	-	3,758
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This total is exactly the same as that of 1892.

Discharged during 1893	-	-	-	-	-	3,342
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Transferred	-	-	-	-	-	220
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Died in prison	-	-	-	-	-	21
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Executed	-	-	-	-	-	6
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Escaped	-	-	-	-	-	13
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Detained for safe custody and awaiting trial	-	-	-	-	-	130
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	-	-	-	-	-	3,732
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Remaining on 1st January, 1894	-	-	-	-	-	621
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Total	-	-	-	-	-	4,353
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Only one prisoner escaped from custody in Taiping, from a working party outside the prison.

The health and conduct of the prisoners were good, and the work performed in and out of the prisons satisfactory. All the prison industries are remunerative.

The value of the prison labour employed in public works outside the gaols is estimated at \$11,665.

21. The Larut prison buildings, begun in 1885, are now completed, all the old buildings have been removed, and the institution is one for which credit may be claimed. There are three blocks of separate cells, with accommodation for 374 prisoners, a ward for 16 female prisoners, five condemned cells, a hospital to accommodate 50 patients, work-sheds and kitchens, and a commodious administration block, the whole surrounded by a brick wall. Water is laid on, and there are appliances for dealing with fire.

The total cost of these prison buildings has been \$180,000.

His Excellency the Governor has recently inspected the gaol and expressed his satisfaction with the accommodation and the manner in which the institution was conducted.

A wall to enclose the Kinta Prison at Batu Gajah was commenced last year.

The new rates of pay have attracted a better class of warders, and both the European and native staffs are now giving satisfaction. The Larut Prison is under the superintendence of Major Tranchell, who periodically inspects the district establishments.

COURTS.

22. I have nothing to add to what I said on this subject last year, except that, under the supervision of the senior magistrate (Mr. Belfield), the work is more carefully and intelligently done than used to be the case, and all the returns are now systematised and reliable.

The revenue collected by all the Courts amounted to \$66,528, against an estimate of \$51,805, and \$59,010 received, in 1892.

All the usual returns will be found in the Appendix. In proportion to the population, the number of accidental deaths and of suicides is decidedly high.

Besides his judicial work, Mr. Belfield gave a great deal of able assistance in drafting legislative measures for the consideration of the State Council, and the thanks of the Government are due to him for so cheerfully undertaking this work.

PUBLIC WORKS.

23. The sum spent upon Works and Buildings was \$333,070, the most important works under construction being the Teluk Anson and Parit Buntar Water Supplies. A new Police Station, Post Office and Hospital Ward at Teluk Anson were nearly completed, and new Police Stations at Batu Gajah and Ipoh were commenced, as well as Hospital Wards at Ipoh and Gopeng, where the increase of patients made it necessary to supply further accommodation. Rest-Houses at Taiping and Ipoh were partly constructed, and a Residency Cottage at Ipoh was commenced. A brick wall round the Batu Gajah Prison was begun late in the year.

ROADS AND BRIDGES.

24. The amount spent upon Roads and Bridges was \$481,306, which covers the construction of 24 miles of metalled cart-roads, 6 miles of unmetalled cart-roads and 30 miles of bridle-road, besides the upkeep of 270 miles of metalled, 93 miles of unmetalled cart-roads and 276 miles of bridle-road. The State now possesses nearly 300 miles of most excellent metalled cart-roads, and the total length of roads of all classes is 937 miles.

A great deal of trouble and delay was caused by the inability of contractors to comply with the terms of their contracts, and in several cases these had to be taken over and completed departmentally. This state of affairs is said to be the result of over-keen competition, for a great deal of valuable and satisfactory road construction has been done by contract in this State. The work of upkeep has been satisfactorily performed, and the roads continue to maintain the standard of excellence for which they are noted.

25. The total sum spent by the department for all purposes was \$934,840 of which the cost of salaries, rent, transport and contingencies absorbed only $7\frac{1}{2}$ per cent.

The revenue collected by the department was \$22,014, and most of this will in future pass into the care of the Sanitary Boards.

RAILWAYS.

26. The Railway Department spent the following sums during 1893 :---

	\$
For General Management	9,124
Larut Open Line	70,275
Kinta Valley Open Line	29,226
Do. Construction	800,070
Surveys	654
Total	<u>\$909,349</u>

Open Lines.

27. The Larut Open Line earned \$98,153, an increase of \$14,421 over the previous year, divided fairly between goods and passengers.

The working expenses show an increase of nearly \$2,000 over those of 1892, accounted for by a greater train mileage (5,522 miles.)

The gross earnings per train mile were \$2.03, and the working expenses \$1.45.

The percentage of net profit to capital account on the whole line is 3·64 %, but the closing of many mines in the neighbourhood of Kamunting is adversely affecting the receipts on the extension. Taking the Port Weld-Taiping section alone, the interest earned on capital account is equal to 9·34 %.

The Resident Engineer, in comparing the receipts of this line with those of the Selangor Railway, shows that the rates on the latter are, proportionately, about double those charged in Larut.

28. The lower section of the Kinta Valley Line was opened on the 19th May, but, owing to delay in completing the cart-road from the 16th mile to Tapah, the line was not used for goods traffic, and only \$12,028 were earned, while the working expenses amounted to \$12,477. The expenses were exceptionally heavy, as a ballast train had continually to be run to make up settlements in the banks. Since the road was completed, this section of line has done well.

The upper section, between Ipoh and Batu Gajah, was provisionally opened on the 17th October; it was worked with construction locomotives and under great disadvantages, but the receipts for two and a half months amounted to \$7,495, against working expenses \$4,495.

New locomotives and rolling-stock of a very satisfactory type have since been received, conveyed up the river on boats, erected, and are now running on the line.

At the present moment, the department is in the position of having to work three short sections of railway, separated from each other, in one case by 55, and in the other by 26, miles. Under these circumstances, the cost of working is, of course, excessive, and the profits cannot be compared with the results likely to be obtained when the middle section of the Kinta line has been completed.

Construction.

29. I have said that the Tapah section, taken over from the contractor, was opened on the 19th May. The cost of this 16 miles, including the Bidor bridge, was \$705,024. In consequence of the very unsatisfactory proceedings of the contractors, it was found necessary, in April, to take out of their hands two of the large bridges on the upper section of the line, and a month later the contract was terminated by mutual agreement, and the work has since been done departmentally. By this means, it was possible to open the upper section (Batu Gajah to Ipoh) in October, and it is now anticipated that the whole line will be completed this year.

Our experience is that all future construction can be done better and more cheaply under Government supervision than through a contractor. Having the money, and the work being in our own hands, it was possible to spend in construction \$220,000 more than had originally been provided in the Estimates of the year, and a large saving in time was thus effected.

The total amount spent on the Kinta Valley Railway to the 31st December last was \$1,780,091.

SURVEYS.

30. The work of the Trigonometrical Survey is not one which shows much to the public, but the Chief Surveyor's report, which goes into the work of every officer in the field and in the office, proves that a great deal has been done and that the office work requires high attainments, while great experience, precision, and a strong constitution are essential for the Surveyors.

No great extension was made in the area of the Major Triangulation, and the efforts of the staff were directed to completing the final observations of the points already established. A tracing is attached* which gives the outline of the State and neighbouring territories over which the Perak Surveys at present extend. The area of Perak territory covered is about 4,076 square miles.

Twenty-three and a half miles of the Perak River were surveyed, completing the survey from Janing to a mile below Pulau Tiga, a distance of 134 miles. Of roads and railways, 109 miles were surveyed, while 22 miles of estuaries within the coast-line were completed, and the North Perak-Dindings boundary fixed on the coast.

The work that is being done is expensive, but it may be relied upon, and will form the foundation of the future trigonometrical survey of the Malay Peninsula.

The cost of the department last year was \$42,906, and provision for increasing the staff has been made in the current year's estimates.

* Not printed.

31. The Acting State Surgeon (Dr. Wright) reports that the general state of health during 1893 was fairly good, and shows an improvement. Cholera was absent, and small-pox did not extensively prevail or take an epidemic form. But the hospital returns show a great increase in the number of patients, and the death rate is unusually high, attributed to the large influx of Chinese immigrants, to the great extension of mining, and the danger of working in newly turned soil, to a recrudescence of the disease beri-beri in a specially fatal form, and to the overcrowding of our hospitals, the overworking of the staff, and the want of proper nursing for the patients.

32. The total number of cases treated in all the hospitals was 19,594, with a death rate of 15·93, against 17,353 cases and a percentage of 11·7 deaths in 1892.* The result cannot be considered satisfactory, but it is pointed out that, if the cases where death occurs within 48 hours of admission be excluded, the percentage will be reduced to 12·40. Of the total deaths, 1,408, or 45·09 per cent. died within six days of admission. There is an increase in the percentage of deaths at nearly all the hospitals, but the excessive mortality has occurred in the Kinta district, where so much new ground has been turned for mining, the Ipoh hospital showing a death rate of 23·32 per cent., Gopeng coming next with 19·38 per cent., and Batu Gajah giving 14·32 per cent. The death rates at other hospitals are high, but in Krian, a purely agricultural district, it is only 5·73 per cent., in spite of a very indifferent water supply.

The diseases that have claimed the largest number of victims are diarrhoea (808), dysentery (570), beri-beri (473), and pulmonary diseases (333). The most fatal have been typhoid fever with 76·47 per cent. deaths, pulmonary diseases, 52·27 per cent. deaths, ascites, 40 per cent. deaths. Diarrhoea and dysentery are not far behind with percentages of 37·44 and 35·22 respectively.

Beri-beri shows a remarkable increase in number of cases and death rate over the returns of the previous year; the following are the figures:—

	Year.	Total treated.	Deaths.	Percentage.
1893	- - -	3,723	473	12·70
1892	- - -	1,331	98	7·36
Increase, 1893	- - -	2,391	375	5·34

Of this increase, Kinta alone is accountable for 2,234 cases.

This state of affairs is deplorable, it has caused the Government great anxiety, and every endeavour has been made to ascertain the cause. There can be no doubt that new arrivals in a strange country, exposed to the emanations from newly turned earth, working all day in water under a burning sun, live under conditions where the fittest only will survive.

All that can be done here is to see that their dwellings provide proper accommodation, that sanitation is insisted upon, and that the sick are sent to hospital before it is too late. But, unfortunately, this last raises a serious difficulty, for we have not sufficient hospital wards to accommodate the patients, and though we are constantly adding to them, they are, in the Kinta district, as constantly overcrowded. And that is only one point; while as many patients as possible are admitted—more, indeed, than is good for the general health of those in hospital—the less serious cases must be sent back to a distant mine or told to come to the dispensary daily for relief, advice which they seldom follow, even if they had the means to live an idle life, and find their own food and lodging while under treatment.

Once admitted to the hospital, the best that is possible is done for them, but the staff is only sufficient to attend to them in the daytime, and for the night two or three hundred patients are left without any nursing, when many of their lives depend on being fed and attended to every hour.

It is a question of funds to provide more skilled supervision and to train a number of native nurses for the work.

* NOTE.—The figures of the District Hospitals have this year been kept separate from those of the Gaoi Hospitals and Lunatic and Leper Wards, Pulau Jerejak, as in the latter institutions the inmates are under confinement, and the conditions of life are different. The 1892 returns have been altered accordingly, for purposes of comparison.

The Perak Hospitals last year cost the Government \$158,181, without counting anything for buildings, and what is necessary could only be done by adding largely to the annual expenditure; but I am strongly of opinion that we must increase the hospital accommodation, have at least one more surgeon, a larger staff at the Kinta hospitals, and train a body of men to attend on those patients whose recovery depends more on careful nursing than anything else.

If this is done, I am confident that under no ordinary circumstances will there be a death rate of 23 per cent, at any hospital.

33. Writing of venereal diseases, the Acting State Surgeon says: "In a report of this nature, I feel that an important omission would occur if fresh representations are not made. It does seem a hardship that a law adopted for a part of the world where the conditions of life are so dissimilar to those in the East, and in the Native States in particular, should be made to apply out here. The whole weight of experience goes to show, and daily more and more proof comes forward, that a great injury is being done by sanction being withheld to the introduction of simple measures, which would have a material influence in reducing suffering, and [preventing] disease being handed on from generation to generation."

34. Besides their ordinary indoor duties, the staff of each hospital has considerable extra work in attending to out-patients.

The total number of patients so treated in 1893 was 32,772, against 27,943 in the previous year.

The number of subjects vaccinated was 6,174. There were 249 cases of small-pox, with 47 deaths, of whom two were Europeans. At the Perak Wards, Pulau Jerejak, 87 lepers were detained; of these, 22 died.

Seven new wards were constructed, or partly constructed, at different hospitals, and at Ipoh a Chinese trader, Mr. Yeow Tek Shin, added a ward at his own expense.

The district surgeon, Larut (Dr. Fox), has furnished a report, the whole of which deserves publication, but the following extracts are of more than local interest.

"OPIUM SMOKING.—During the past year, I have continued my inquiries among the patients of the Yeng Wah on the prevalence of opium smoking: the figures I give below; they are not quite so reliable as they might be, the difficulty of obtaining satisfactory information from a coolie Chinaman is very great. A man who has smoked for five years and only left off for the last fortnight will unhesitatingly state, when asked, that he is not an opium-smoker; others will say that they smoke when they are ill only, or during holiday time, and then leave off for months, so that the classification of these men is difficult. It may be taken as a general rule that every Chinaman who suffers from any chronic and painful disease is an opium-smoker, and the extent of his suffering can be measured by the amount of opium he smokes. One of the most striking defects in the evidence brought forward in India on the Opium Commission is the absence of any figures; statistics, as far as I am aware, were not in one single case brought forward, either for or against the opium habit.

"These figures are taken from the hospital returns during 1893 and part of 1892.

	Opium Smokers.	Non-Opium Smokers.
Intermittent fever - - -	245	249
Remittent fever - - -	4	9
Malarial cachexia - - -	29	21
	278	279

"From the above figures, no protective influence against malaria can be claimed by the opium-smoker.

"Out of 5,346 patients admitted into hospital during part of 1892 and 1893, 3,055 were opium-smokers, 2,301 were not addicted to this habit. The mortality was, opium-smokers 500, non-opium smokers 237. At first sight it would appear that the death-rate among opium-smokers was very high, and might fairly be attributed to their pernicious custom, but such is not the case. Directly a Chinaman gets ill, he takes to smoking opium, and this is why, in hospital returns, so large a proportion of the patients take opium. The mortality must, in consequence, be high, and gives the opium returns a false appearance.

PERAK.

"It is, however, worthy of note that non-opium smokers, according to the hospital records, are more liable to attacks from beri-beri. The numbers are so small that correct conclusions cannot be arrived at.

	Opium Smokers.	Non-Opium Smokers.
Admitted for beri-beri	74	137

"**VENEREAL DISEASES.**—The following table is worthy of study:—

Disease.	1890.		1891.		1892.		1893.	
	Indoor.	Outdoor.	Indoor.	Outdoor.	Indoor.	Outdoor.	Indoor.	Outdoor.
Primary syphilis	58	99	114	89	79	61	135	228
Late syphilis, including secondary and tertiary.	219	355	182	414	322	577	191	591
Gonorrhoea	7	12	9	21	10	17	10	68
Total	279	466	305	524	411	655	336	887

"These returns show that in 1890, 745 were treated for venereal; in 1891, 829; in 1892, 1,066; and, for the year under review, 1,223, or an increase of 14 per cent. when compared with 1892, and 64 per cent. if considered with 1890.

"This increase is all the more remarkable when we remember that the population of Larut has decreased during the last three years.

"**LEPROSY.**—The Indian Leprosy Report has helped the hereditary theory of leprosy to its final rest.

"In the treatment of leprosy, the most successful and humane plan appears to be that of sending all lepers to a sort of sanitarium, where suitable occupation and amusement could be supplied, and, at the same time, a certain amount of discipline and control exercised. Every patient should have his own room, bedding, and plate. This is the system of treatment adopted in Norway with marked success.

"The lot of a leper is quite bad enough without restrictions being placed on him more severe than are usually put on prisoners, and every endeavour should be made to remove the deep-rooted impression that this compulsory segregation means mixing with loathsome fellow-sufferers, with nothing to look forward to for release except death.

"I cannot leave this subject without contrasting how an equally loathsome disease, which is very much more dangerous to the community, attacking all classes of society with equal severity, and making its effects felt even unto the third and fourth generations, is viewed with comparative indifference and allowed to run rampant throughout the land unchecked."

TEMPERATURE AND RAINFALL.

35. The returns and maximum and minimum temperature in 1893 are abnormal, but after careful inquiry there seems no sufficient reason to question their accuracy. The recorded figures give the highest temperature in the shade as 98° F., at Kuala Kangsar on the 3rd May, and the lowest as 58° F., at Taiping on the 1st and 2nd June. The greatest rainfall was at Taiping, with 152.14 inches, and the lowest at Kuala Kangsar, with 66.61 inches.

The highest rainfall in one day was at Tapah, with 4.43 inches, and in one month at Taiping, with 23.40 inches. The wettest months were March, April, May, October, and November.

EDUCATION.

36. The inspector of schools was absent during the greater part of the year, and Mr. A. B. Voules acted for him.

Seven new schools were opened during the year, with an enrolment of 240 scholars and an average attendance of 202.

The following figures show the progress of education in Perak :—

	1889.	1890.	1891.	1892.	1893.
Number of schools	19	39	60	70	76
Enrolment	626	1,524	2,780	2,893	3,177

There are 67 Malay vernacular schools, of which five are for girls. There are eight English schools, attended chiefly by Chinese and Tamil boys, and there is one for Tamils only. The total attendance at these schools numbers 432.

The average attendance at all schools has been 71·6 per cent., which compares not unfavourably with the 76 per cent. of English board schools in 1892.

The cost of education has been \$12·95 per head, equivalent to 1l. 6s. The English Board School expenditure is 1l. 13s. per head, and it must be borne in mind that our schools would take a good many more scholars without material increase in the expenditure.

The schools are scattered over a wide area, and to inspect them all it is necessary to travel 1,500 miles. When inspected, there were present 2,816 pupils, or 85 per cent. of the enrolment. The percentage of passes obtained by those presented for examination is shown in the following table, and compares favourably with the figures of the previous year.

	Reading.		Writing.		Arithmetic.	
	1892.	1893.	1892.	1893.	1892.	1893.
Malay Schools	89	96	84	88	85	82
English Schools	77	86	78	89	85	89

37. The methods by which the children are taught in the "English" schools are somewhat peculiar, and the Acting Inspector aptly likens them to teaching an English Board School child to read French and asking him to explain the meaning of it in German, of which language he had acquired a smattering in the streets. The children are mostly Chinese or Tamils, they are taught to read English and explain it in Malay, of which they are passably ignorant, though they may be fluent enough in the language which, to them, passes by that name. The teachers themselves have no very profound knowledge of either English or Malay, and possibly none whatever of Chinese or Tamil.

Under these circumstances, the results obtained can only be considered remarkable, but, in spite of them, I am not in favour of extending the number of "English" schools, except where there is some very palpable desire that English should be taught. Whilst we teach children to read and write and count in their own languages, or in Malay, the *lingua franca* of the Peninsula and Archipelago, we are safe. Beyond that, I should like to see the boys taught useful industries, and the girls weaving, embroidery, and mat-making, all profitable and all practised with a high degree of excellence in different States of the Peninsula. Perak ladies pride themselves on their mat-making and embroidery, but they are satisfied to purchase at very high prices the silks and cottons woven in the looms of Kēlantān, Trěnggānu, and Sumatra, and the dyed and painted fabrics of Java, all of which might be produced locally.

POSTS AND TELEGRAPHS.

38. The revenue collected by this Department amounted to \$22,316, an increase of \$2,891 over that of the previous year. The increase was made up of \$1,569 on sale of postage stamps, \$983 on private telegrams, and \$541 fees on bearing letters.

The commission on money orders shows a small decrease, owing to the action taken by the Indian Government in June last, which led to a great reduction in the remittances from natives of India to their own country.

PERAK.

The letters and parcels which passed through the State Post Offices numbered 1,027,166, against 745,124 in the previous year. The telegrams numbered 186,461, against 157,705 in 1892.

The value of money orders issued was \$196,951, against \$179,643 in the previous year. The value of money orders paid amounted to \$63,351. The cost of the department was \$64,668.

39. The Superintendent has done much to increase the usefulness of his Department, and within the State a great improvement has been made—mails are more rapidly carried and more punctually delivered, there are fewer delays in the transmission of telegraphic messages, and the postal and telegraphic services have, in other respects, offered new facilities to the public. It cannot, however, be said that either the Government or the public are satisfied, and it is not likely that, under existing conditions, satisfaction will be obtained. Our postal arrangements depend for success on matters outside the State, over which we have no control, and it can hardly be expected that the best interests of this Government or of residents in Perak will be served until representations from here carry weight in matters where Perak is concerned.

The following is a paragraph from the Superintendent's report:—"The parcel post consists mainly of parcels inward: the proportion is about ten inward to one outward. With the exception of once a fortnight, when a few come from Europe, all our inward parcels are from the Straits. The Straits Post Office gets the postage on them and does not pay a cent. for their carriage. The Perak Postal Department has to pay for the carriage and does not receive a cent."

POPULATION AND IMMIGRATION.

40. The following figures show the number of arrivals and departures at two ports in the State, Teluk Anson and Port Weld, during the year. The arrivals have exceeded the departures by 32,644, and that number may be added to the population as the result of immigration.

DISTRICT.	ARRIVALS.				
	Europeans and Eurasians.	Chinese.	Malays.	Indians.	TOTAL.
Larut - - - - -	992	39,257	5,193	7,406	52,848
Lower Perak - - - - -	—	29,528	7,546	4,038	41,112
Total - - - - -	992	68,785	12,739	11,444	93,960
	DEPARTURES.				
	Europeans and Eurasians.	Chinese.	Malays.	Indians.	TOTAL.
Larut - - - - -	892	24,357	4,545	6,228	36,022
Lower Perak - - - - -	—	14,589	6,502	4,203	25,294
Total - - - - -	892	38,946	11,047	10,431	61,316

41. The births and deaths reported to the police are as follows:—

	Births.	Deaths.
Europeans and Eurasians - - - - -	23	17
Chinese - - - - -	289	5,607
Malays - - - - -	3,086	1,929
Tamils - - - - -	196	854
Others - - - - -	24	57
Total - - - - -	3,618	8,464

The births show an increase of 430, and the deaths an increase of 1,746, over the figures of 1892, and that increase is, in both returns, found divided amongst all nationalities, except in the case of the Tamils, where the deaths are 27 fewer than in 1892.

42. Separate returns are kept for Statute Indian immigrants, and these show the lowest death rate yet recorded, viz., 2·01. The number of Statute Indian immigrants

who arrived in the State was 754, an increase of 485 over the arrivals in 1892, and made with those already here a total of 1,669, divided between three sugar estates in the Krian district. On one of those estates, Sungei Bogah, there were no deaths.

PERAK.

CHINESE PROTECTORATE.

43. At different times since the first appointment of a British Resident in Perak regulations have been passed to deal with the question of Chinese labour, and specially to prevent, if possible, the absconding of mining coolies who had received advances and not paid them off. For some years, a system of discharge tickets had been in force, but, in consequence of representations made, a commission of inquiry was appointed early in 1893, and, on their unanimous advice, the system was abolished.

The result remains to be seen, but it is certain that the system was, to a large extent, ineffectual, and the consequence of abolition must be to reduce the amount of the advances, if not to do away with them altogether. If this can be secured without detriment to the mining industry, it will be a distinct gain.

It seems curious, perhaps, that Chinese, who have paid their passages to Straits ports, from whence alone they can get to the native states (there being no direct communication between China and the Malay ports), should have to pay a fee before they can come on to Perak, but the following extract is from the report of the Acting Protector of Chinese :—

“I wish to point out that in 1893, 10,419 Chinese made contracts in Penang as against a total of 4,489 in 1892, showing an increase of 5,930. This does not so much mean that a larger number of labourers entered the State, as that a larger proportion of them were called on to make contracts in Penang, and to pay fees amounting to 50 cents a head. The 5,930 men in excess of the 1892 return are almost all ‘paid passengers.’ It is only recently that the Penang department has enforced the law in the case of this class of immigrants, and called on them to make contracts. I look forward to the time when immigration from the Straits to Perak will be as free as it is from any one settlement of the Straits to another.”

MUSEUM.

44. The museum building was under reconstruction during the whole year, and this very much interfered with the Curator's work. The necessary cases for showing the exhibits were, however, prepared, and as soon as the building is completed, it will be possible to re-arrange and display to greater advantage the valuable and interesting collection which Mr. Wray has succeeded in getting together.

A further collection of ethnographical specimens was sent to the Oxford University Museum, and an additional collection for the Imperial Institute was begun.

The Curator of the Pharmaceutical Society's Museum (Mr. E. M. Holmes) induced an eminent dermatologist to try the wood oil known as *minyak plang*, and he was so far satisfied that he has sent for a further supply. This oil has a great reputation with Malays as a cure for skin diseases.

Dr. Stockman, M.D., has published, from material supplied by the museum, two papers in the “Pharmaceutical Journal” on the physiological action of the arrow poisons of Perak.

Nine plants, partly or wholly from specimens supplied by the museum, have been described and illustrated in Hooker's “*Icones Plantarum*.” The most interesting of these is the long-jointed bamboo, used by the aborigines for the making of blow-pipes.

Two numbers of “Perak Museum Notes,” by Mr. Wray, were issued in 1893.

The Curator continued his experiments on silkworms till October last, and considers that he has established the conclusions arrived at in his interesting paper published on this subject. (No. I. “Perak Museum Notes.”)

In his capacity as State Geologist, Mr. Wray did a considerable amount of prospecting, putting down a quantity of bores for tin in different districts that amounted in the aggregate to 2,443 feet.

Rock-boring operations were also prosecuted at Siak and Pēti Bharu in Kinta, and the State Geologist is of opinion that the results obtained were very promising.

An application for leave to mine at Siak was granted, while the operations at Pēti Bharu are being continued.

45. The cost of the printing establishment was \$23,562. The value of work done for Government was \$23,031, and that paid for by private individuals was \$895. At the same time, there remained in stock work to the value of \$6,395, the greater part of which was executed during the year. Besides the \$895 for private printing, a sum of \$986 was received for sale of "Government Gazette," "Perak Handbook," and other publications.

The work turned out by the office was excellent, and the financial result is satisfactory.

To give some idea of the amount of work done, it may be mentioned that the Government Gazette ran to 1,026 pages, the Perak Handbook (of 344 pages) was reprinted, 68 pages of Orders, a pamphlet on Prospecting for Tin (120 pages), and 768,000 forms were printed for the telegraph department alone.

The printing office was extended during the year, and a small new printing machine was added to the plant, which is now valued at 2,000*l*.

GENERAL.

40. His Highness the Sultan gave his formal consent to the employment of a detachment of the Perak Sikhs in Singapore, should their services be required, and it be possible to spare the men. An Ordinance has since been passed by the Legislative Council of the Straits Settlements to bring these men under the provisions of the Imperial Army Act, 1891.

Raja Ngah Halimah, eldest daughter of His Highness the Sultan, was married to Raja Ngah Mansur, eldest son of the ex-Sultan Abdullah. The marriage ceremonies began in June and lasted 40 days.

His Excellency Sir Cecil Clementi Smith, G.C.M.G., opened the Tapah section of the Kinta Valley Railway and the Bidor Bridge on the 19th May, and early this year the Sultan opened the Ipoh-Batu Gajah section of the same line.

It is anticipated that the intervening section (25 miles) will be completed this year, and so give railway communication from the port of Teluk Anson, on the Perak river, to the Kinta district.

It is satisfactory to be able to say that the original estimate made by Mr. Moss-Blundell of the cost of this line, when converted into sterling at the then rate of exchange, only differs from the present estimate, at the actual and anticipated rate of exchange, by 100*l*. a mile. It is less satisfactory to add that if the suggestion made by this Government in August 1890 to realise the Indian investments and remit them at once to the Crown agents to meet our requisitions for railway and other material had been accepted and acted upon, \$100,000 would have been saved. As a set-off against this loss may be placed the \$62,000 profit made when the balance of these investments was realised, at my request, and remitted to Singapore in August 1893.

47. Writing last year, I said that the revenue of 1895 might be expected to considerably exceed \$3,000,000, because by that time the revenue farms would have been re-let at a higher figure, and the Kinta Valley railway, then completed, would yield a large income. The estimates of 1893 were, however, exceeded by close on \$500,000, and the revenue of the year now under review was over \$3,000,000.

48. In a previous report, I said, in speaking of the administration of justice in Perak, that I should be glad if Perak suitors could be given the opportunity of appeal to a court presided over by an English judge. I am still of that opinion, and trust that arrangements may be made which will secure that object; but I have been struck by the views recently expressed by the late Viceroy of India (Lord Lansdowne) and Raja Brooke, when speaking on the subject of Eastern people and English laws.

Lord Lansdowne, in reply to a deputation of the Rangoon Bar urging the raising of the status of the Burma courts, is reported to have said:—

"I am not quite sure that I should admit that the analogy of our British courts was necessarily one which held good in this country. The circumstances of Burma are, in some respects, peculiar, for we have to meet the requirements, on the one hand, of the city of Rangoon, which, as you remind me, is the third commercial port in the Indian Empire and the main outlet of the trade of a large continent, a city with a numerous European population and in which large European interests are represented, while, on the other hand, we have to provide for the administration of justice in the remoter parts of the province, to which the elaborate machinery of our European judicial system is probably inapplicable, and where it is desirable above all things to

regularise the procedure of the rural courts, and to clear up the difficulties presented by the local law."

The Râja of Sarâwak is reported as follows:—

"To a certain extent my Government is a system of English Government grafted upon native customs. So far as equity is concerned, it is much the same as here; but I believe that, so far as is possible, native laws and native customs should be adhered to. I hold that a man in my position must have due regard for his environment. I cannot force English habits, English ways, English laws, upon an Eastern race. * * * * As to the administration of law, I have my residents and assistant residents, who, with native magistrates, keep the country in capital order, and contrive that justice shall be dealt out to every one. There is always a court of appeal in myself, to whom the people have very free access. I lay great stress on the fact that many of my magistrates are natives. The native element is most important. They are, as a rule, singularly just and generous in their judgment, though, at times, there is a tendency towards bias in favour of relations, but that is only natural and Oriental. I make a point of a majority of natives on the General Council. My uncle laid that down as a cardinal principle. They understand better than we can their own people, and at the same time they harmonise as well with the European residents and rulers."

49. In view of the early sale of the revenue farms for the next triennial period, a novel proposal has been made by one who has repeatedly held these farms, that, inasmuch as the production of tin practically governs the value of the farms, it would be simpler and more advantageous, both for the farmer and the Government, if the amount paid for the inland farms was proportionate to the value of the tin exported.

By such an arrangement, the Government would always retain a fair share in the increasing value of a farm, while in times of depression it would equally receive its fair proportion, but the farmer would be in no danger of ruin through having to pay a rent far in excess of the receipts. The farmer would simply get a fair percentage for undertaking the duties of collecting and protecting the revenue, both of which he could do more easily and cheaply than the Government.

The idea has a good deal to recommend it, and is worthy of consideration.

50. His Highness the Sultan, realising the difficulties that had arisen with reference to the financing of Pahang, made an offer last year to give assistance, provided the concession question could be satisfactorily dealt with and the Perak Government consulted in regard to Pahang expenditure. As Perak has no direct interest in Pahang, and could profitably spend in Perak all the revenue likely to be raised here, financial help can only be given by making some sacrifice. There is no security for the advances made, beyond what can be hoped for from the future development of Pahang, and it is therefore only reasonable that, if the idea of advising the native rulers in the administration of the Malay States is to be maintained, those States which now find the means of financing Pahang should have a preponderating voice in the expenditure of their own money and the schemes to which it is applied.

51. In paragraph 55 of my Annual Report on the year 1892, I said that I looked forward to the amendment of our land system during 1893. The most important work undertaken last year was the preparation of a Land Code, which was forwarded to the Governor last August, in order to obtain His Excellency's sanction to the general principles of the measure before submitting it to the State Council. In this and other land matters, the experience of the Secretary to Government (Mr. E. W. Birch) has been of the greatest value, and his energy beyond praise.

The draft order has given rise to a good deal of correspondence, and I can only hope that the delay which has taken place will result in the production of a more perfect measure that may pass the Council before the end of this year.

52. The Perak Government has for some years had in view a very important scheme for the irrigation of over 50,000 acres of rice land in the Krian district. As no such work on such a scale has ever yet been attempted in the Peninsula, the Perak Government asked that the Government of India might be moved to lend an experienced officer to report on the scheme that had already been prepared by the Perak State engineer. The Government of India deputed Mr. Claude Vincent, Under Secretary to the Government of India, P.W.D., to visit Perak and report on the scheme.

Mr. Vincent has furnished a very complete and able report, and if the further inquiries and surveys now to be made prove satisfactory, it will be advisable to carry the scheme into effect. The cost is estimated at about \$300,000, and application has been made to the Government of India for the loan of an engineer officer to make such further preliminary inquiries as are necessary.

PERAK.

53. A very largely attended and successful agri-horticultural show was held at Taiping in June last. It aroused great interest amongst Malays in all parts of the State, and was especially useful in bringing together with a common object people of all races and classes. Every one present was impressed with the success of the undertaking, and the show should certainly be repeated annually. The kind assistance of gentlemen from the neighbouring colony and native states was much appreciated.

Secretary of State's Despatch.

Opium Monopoly.

54. I have noticed the reference to the abolition of a farm of the right to manufacture and sell opium in the Nēgri Sambilan, the monopoly being replaced by a duty on the imported opium. The revenue from opium has in Perak for many years been raised by an import duty.

Selâma.

55. The Secretary of State is perfectly right in supposing that Selâma is not, as regards tin, a worked-out district, but though alluvial tin has been worked there in a desultory way for a good many years, no very rich deposit has ever been discovered, and there has never been anything like a "rush" to the place. Some years ago, it was said by mining experts that Selâma showed great promise of valuable tin lodes, but though a considerable sum was spent in sinking on the rock, the hopes held out proved illusory.

Selâma at present is in the position of a district where tin may eventually be extensively worked, but which is neglected for the superior attractions of better known ground.

It is said that more mining will be done in Selâma this year, but if there is an increase it will not be of any importance, for the stream of mining enterprise is at present running in exactly the opposite direction, *i.e.*, from Selâma, Lârut, and Kuâla Kangsar towards Kinta, Bâtang Pâdang, and even, quite recently, to Bernam on our southern boundary.

Compensation to Agriculturists in occupation of Mining Land.

56. The question of compensation to Malay agriculturists in occupation of land required for mining purposes, and the larger one of whether mining on land in a high state of cultivation should be permitted while uncultivated mining land is available, is one of great importance, and is dealt with in the Perak Mining Code which has just been drafted. The question in Perak is already not confined to *native* agriculturists alone.

Forest Conservation.

57. The warning to protect forests reflects the views often expressed locally. We have no forest officers, and though for years there has been an expressed intention to mark out and protect reserves, very little has been done in that respect. The extraordinary rapidity with which the forest disappears in popular districts is, however, a warning that it is time to act if the splendid timber we possess is to be preserved. The question is a large one, surrounded with difficulties, and to do any really effective conservation would cost a large sum.

The first requisite is professional advice, and we probably could not do better than seek the help of the Indian Government, which is always so ready to assist us. To begin with, probably, it will be sufficient to mark out the best reserves, to road them, and only allow selected trees to be felled and sold. A forest department will grow up, but at first it should not be costly, and, whatever the expense, the experience of other countries less fortunate than this one is that there are few things on which money can be so well spent as the conservation of State forests.

Inter-State Communication.

58. The Secretary of State points out the desirability of completing our metalled road communication with Selangor.

I should like to explain, in this regard, that the distance over which the Perak Road has yet to be made is 50 miles, from Bidor to Tanjong Mâlim. There is a good bridle-

road over this distance, and a first-class cart-road will cost about \$400,000, an expenditure which I could not recommend for any but urgent works. We have already made, on the trunk line, 135 miles of first-class cart-road, which gives communication between Bidor and Province Wellesley, and most of that has been constructed in the last five years, while we have been making about 60 miles of railway out of current revenue as well.

I have never, however, lost sight of the construction of this section of road, and, besides the cost, there were two other reasons which led us to set it aside in favour of other more urgent work.

First, we have constantly been trying to ascertain the best line of trace for a cart-road between Bidor and Tanjong Malim, and it is not even yet quite certain which is the best line to adopt.

Secondly, we thought it was needless to push on a road from Perak through 50 miles of jungle to reach the Selangor frontier, and there join on to the Selangor main road when, I was assured, that road was practically impassable, had never been metalled over a distance of many miles, and was not in so good a condition as it was five years ago.

When this Government sent a detachment of Sikhs for service in Pahang, it was necessary for them to go over this road, and the officer in charge of them reported that it took him four hours to get eight bullock carts over a quarter of a mile of it, though his men and 100 coolies gave all the assistance possible.

I have recently seen a Selangor official report, in which it is said that by rail and road it had been possible to travel from Kuala Lumpur to Kuala Kubu in four hours, and that "less than two years ago the journey of 38 miles by road occupied two days." If two years ago it took two days to perform this journey, I can say that I did it six years ago easily in one day.

When the Perak Government completes this 50 miles of road (as it certainly will do when free from heavy railway expenditure), there will be a stretch of nearly 200 miles of cart-road through this State, and as the main road through Selangor is only 80 miles in length (from the Perak to the Sungei Ujong boundary), it would be only reasonable to hope that it will throughout its length be, at any rate, a metalled road.

Sanitary Boards.

59. I am glad to be able to report that the sanitary boards established last year at Taiping, Teluk Anson, and Ipoh have done good work, and similar boards have now been established at Pârit Buntar, Bâtu Gajah, Gôpeng and Tâpah.

I think the points most to be avoided are to see that the work of these boards does not devolve on one member; to prevent little jungle villages and towns, the growth of two or three years' successful mining, being treated as though they were European cities; and to control any tendency to extravagant expenditure.

Outdoor Hospital Patients.

60. I have, in an earlier paragraph, gone into the hospital question, and I will only add here that the system of outdoor dispensaries in the Native States originated in Perak. Everything is done to encourage it, and it is increasingly patronised, and generally successful.

Note Issue.

61. With reference to the Native States' note issue, I can add nothing to what I have already written in the last nine years, except that it is earnestly to be hoped that the Secretary of State's communication with the Lords Commissioners of the Treasury will result in the early settlement of this most important matter, and that we shall be allowed to issue Government notes. Every argument hitherto advanced in favour of my proposal is only strengthened by the progress of events, and while there is plenty of controversy as to the relative merits of different kinds of silver dollars, there is no dispute as to the advantages of a paper dollar.

GOVERNMENT OFFICERS AND THE FALL IN SILVER.

62. In concluding this report, it is due to the officers serving the Perak Government to say that their exertions have mainly contributed to make the State what it is, and what I have been able to say shows that those exertions were not relaxed in 1893.

PERAK.

On the contrary, as the State advances, more is expected of its servants and more is done by them. In a new country like this, the exact performance of more or less mechanical services, the so many hours' work for such and such a wage, would not have made Perak what it has grown to be in 20 years. What was wanted, and what the Government has, fortunately, in very many cases obtained, has been an enthusiasm for the advancement and prosperity of the State, regardless of health and personal comfort.

It is very unfortunate that, while the State's advantage has been sought and obtained, the men whose exertions have brought that about should be placed in a far worse position financially than they were some years ago, and that the individual should suffer for the very zeal which secures the public advantage.

The extraordinary fall in the value of silver last year made the difficulties of English officers so acute, having nothing but their salaries for the support of themselves and their families, that they urgently petitioned the Government to relieve them. The justice of the claim has already been recognised in similar, but less trying, circumstances elsewhere, and as this State, far from suffering by the causes which have so reduced the means of its officers, appears rather to benefit thereby, and is in a position to meet their reasonable claims, I trust their representations will receive a generous consideration, and that an early settlement of this urgent question will be arrived at.

F. A. SWETTENHAM,

British Residency, Taiping, Perak,
April 9th, 1894.

British Resident, Perak.

SELANGOR.

THE ADMINISTRATION REPORT OF THE STATE OF SELANGOR FOR THE YEAR 1893.

To the Hon. the Colonial Secretary, Singapore.

SIR,

Kuala Lumpur, April 11, 1894.

I HAVE the honour to forward the following Report upon the administration of the State of Selangor in 1893.

I.—REVENUE AND EXPENDITURE.

2. REVENUE.—

Actual	-	-	-	-	-	-	\$ 2,765,351
Estimated	-	-	-	-	-	-	2,250,230
Excess over estimate	-	-	-	-	-	-	\$515,121
Receipts in 1893	-	-	-	-	-	-	2,765,351
Do. 1892	-	-	-	-	-	-	2,135,448
Excess over revenue of previous year	-	-	-	-	-	-	\$629,903

The revenue was considerably in excess of that of any former year.

Revenue, 1893	-	-	-	-	-	-	2,765,351
Do. 1883	-	-	-	-	-	-	450,664
Difference	-	-	-	-	-	-	\$2,314,687

The bulk of the receipts is derived from—

Customs (chiefly composed of the tin* duty)	-	-	-	-	-	-	\$ 1,086,457
Licenses (opium, candu, spirits, and pawnbroking, &c.)	-	-	-	-	-	-	752,655
Railway (principal traffic: Chinese passengers, tin, and stores for mines)	-	-	-	-	-	-	521,386
Conservancy revenue	-	-	-	-	-	-	114,904
Land revenue	-	-	-	-	-	-	104,521
Interest	-	-	-	-	-	-	38,887
Total	-	-	-	-	-	-	\$2,618,810

* The duty collected on tin during the year amounted to \$1,082,002 as finally corrected by the auditor.

These figures show that the prosperity of the country is due—it may be said, entirely due—to its rich alluvial tin deposits and to the Chinese by whose industry it mainly is that these deposits are worked. But that the Chinese are thus enabled to develop the resources of the country is again wholly due to the *Pax Britannica* under the Queen's protection.

The revenue farms were let in 1892 for the three following years at a net increase of \$133,358 over the amount receivable in 1892.

3. EXPENDITURE.—		\$	\$
Actual, ordinary	-	2,116,663	
Railway extension	-	488,925	
			2,605,588
Estimated, ordinary	-	1,871,629	
Railway extension	-	369,518	
			2,241,147
Excess over estimates	-		364,441
Expenditure in 1893	-		2,605,588
Do. 1892	-		2,044,115
Excess over expenditure of previous year	-		561,473

As is the case with the revenue so with the expenditure, the figures are higher than those of any previous year.

Expenditure, 1893	-	\$	2,605,588
Do. 1883	-		448,703
Difference	-		\$2,156,885
Revenue, 1893	-		2,765,351
Expenditure, 1893	-		2,605,588
Surplus	-		\$159,763

The excess over the estimated expenditure is in part due to a number of revotes from the previous year for public works, roads, and railway not having been included, as they should have been, in the Estimates.

The total of revotes not included in the Estimates was	-	\$	166,039
Some of the other unprovided payments were—			
Railway extension and maintenance	-		123,339
Public Works	-		21,855
Roads	-		25,788
Other special payments	-		8,981
Total	-		\$346,002

Under "Establishments," including allowances and contingencies, there was a saving effected upon the votes of \$13,128. The expenditure on establishments was about 15½ per cent. of the total expenses of the Government, exclusive of the railway establishment. That on police alone (all charges) was 5⅙ per cent. of the revenue collected.

4. ASSETS.—

Payments on account of Pahang, including loans for administration purposes	-	\$	*175,083
Loan to Sungai-Ujong	-		204,970
„ Perak	-		200,000
Total	-		\$580,053

The balance of assets over liabilities to the credit of the State on the 31st December 1893, inclusive of the loans above detailed, was \$1,090,239; the corresponding figures at the close of 1892 were \$950,921.

* This includes \$108,640 due by Pahang for expenses incurred by Selangor in assisting to quell the disturbances in that State.

SELANGOR.

5. DIVISION OF EXPENDITURE.—In Selangor, as in Perak, the development of each of the six districts into which the State is sub-divided is encouraged irrespectively of the amount of revenue which each contributes to the State Treasury, the object of the Government being to ensure the general advancement of the State as a whole.

The expenditure on the out-districts during the past year, exclusive of railway expenditure is thus shown :—

Klang	-	-	\$ 128,806	Non-Mining District.
Kuala Langat	-	-	77,805	" "
Ulu Langat	-	-	78,235	Mining District.
Kuala Selangor	-	-	98,539	Non-Mining District.
Ulu Selangor	-	-	170,121	Mining District.
Total	-	-	\$553,506	

For the head district of Kuala Lumpur, I am unable to give figures for proper comparison, as to that district is charged all State expenditure, such as the establishments of the Resident, the Government Secretary, the State Engineer, and other officers whose duties relate to the whole State, and the cost of surveys, printing, audit, posts and telegraphs, and railway. The direct revenue contributed by the out-districts was :—

Klang	-	-	-	-	\$ 69,388
Kuala Langat	-	-	-	-	21,207
Ulu Langat	-	-	-	-	29,306
Kuala Selangor	-	-	-	-	78,058
Ulu Selangor	-	-	-	-	156,671
Total	-	-	-	-	\$354,630

II.—PUBLIC HEALTH.

6. In respect of Europeans and Eurasians, the general health was fair during the year under review, though towards its close cases of influenza occurred.

Small-pox was somewhat prevalent amongst the Tamil and Malay community, but the precautions taken prevented it from spreading seriously. Beri-beri cases, amongst the Chinese, increased in number and in percentage of death-rate, and will be referred to hereafter. No cases of cholera were reported.

Venereal diseases show 571 cases against 545 in the preceding year, with a percentage of 0·8 deaths, as compared with 0·9. The Acting Residency Surgeon reports that the prevalence of these diseases is by no means shown by the figures, as Chinese practitioners have considerable skill in treating most of the phases. He adds that a "large proportion of prisoners admitted to gaol may always be expected to be found suffering from one form or another." This is not surprising, seeing that the Chinese mining population is largely a celibate one, and that the former regulations as to compulsory examination of public women have been repealed.

Hospitals.

7. Increased activity in mining predicates increased immigration of unacclimatised Chinese coolies (sinkhehs), who, on arrival in a State where climatic and other conditions differ from those obtaining in their own country, are put to work—alluvial tin mining—to which they have been previously unaccustomed; it further involves the opening of fresh land, for the most part low lying, more or less swampy, and but newly cleared of heavy jungle, that is to say, land in which are present the conditions favourable to the production of the miasmatic poisons, which, in the opinion of many of the best authorities, are the cause of beri-beri, fever, and other diseases. The returns of immigration show the large increase in the numbers of sinkhehs who arrived in the State during 1893. These considerations, taken together with the fact of what Dr. Welch describes as the "enormous increase in hospital accommodation," and the increased facilities for reaching the hospitals afforded by new roads and by railway extension, account for the large increase in numbers treated at the State hospitals, which were overcrowded during the year, and the staff severely taxed. I have pointed

out to his Excellency the Governor, that a staff of a Residency Surgeon (Dr. Travers) and two District Surgeons (Drs. Welch and Little) is not now sufficiently strong to cope with the work, allowing for absence on leave or on account of ill-health. Since the 24th August, Dr. Travers has been, and still is, absent in Europe, the whole work devolving on Drs. Welch and Little.

SELANGOR.

8. The figures below show the growth of the work of the Medical Department:—

Year.	Total treated.	Beds.	Percentage of Deaths.
1883	1,215	No return	18·27
1886	3,175	201 (?)	15·27
1888	8,493	293 (?)	19·85
1892	10,511	801	13·92
1893	13,870	1,079	17·16

Year.	Daily Average No. of Patients.	No. of Beds.
1892	693·9	801
1893	969·8	1,079

9. The increase in the death-rate in 1893 over that of 1892 is attributed by Dr. Welch to the great demands on the accommodation of the pauper hospital, Kuala Lumpur, almost entirely by Chinese mining coolies, and upon that of the Rawang and of the Kuala Kubu hospitals, in which latter localities large mining communities have sprung up and increased within the last few years, and where the diseases incidental to workers in new mines have lowered the average of health. It is further due to the extension of the out-patients relief system, and to the necessity, owing to overcrowding, of admitting only the more serious cases as in-patients. Comparison with previous years or with other hospitals is not always reliable, as, should less severe cases be admitted into one hospital, the death-rate percentage is at once lowered as compared with that of a hospital in which serious cases only are admitted.

10. PAUPER HOSPITAL, KUALA LUMPUR.—This is the chief hospital in the State. The total number of patients treated during the year was 6,931, against 6,139 in 1892, the number of beds was 465, and the percentage of deaths 24·33, against 16·78 in the previous year. The causes of the increased death percentage have already been referred to.

11. Beri-beri gave the largest number of admissions, 2,382; the number treated in 1892 having been 1,493. The percentage of deaths from this disease was 25·65. The total number of beri-beri cases treated in all the hospitals was 3,829, and the percentage of deaths was 23·34 in 1893 and 17·3 in 1892. This rate was exceeded in 1883, 51·30 (the returns of which, however, are of somewhat questionable value), and nearly reached in 1884. The lowest death-rate for beri-beri recorded during the last 11 years was in 1885, 12·15.

It is the Chinese who are attacked by beri-beri, and the following return, which shows that new Chinese coolies (sinkhehs) arrived in the State during 1893 to a number more than double that of 1892, is instructive:—

Year.	Sinkhehs registered.	Percentage of Death from Beri-beri.	Pikuls of tin exported.	Rainfall, Kuala Lumpur.
1892	5,942	17·45	208,164	72·43
1893	12,811	23·34	281,760	87·67

When it is remembered that sinkhehs are the most liable to attack, that the opening of new land predisposes to attack, and that a moist state of the atmosphere is favourable to the production of the disease, the above table, taken in conjunction with the remarks which I have submitted in previous paragraphs, affords some explanation of the increased rate of death.

SELANGOR.

The percentage is, in any case, most serious, and is now the subject of special correspondence. Simple rules might be framed for the better sanitation of the mines, for proper drainage and proper water supply, and for periodical medical inspection; but, with the medical staff at its present strength, I was not in a position to take active steps in this direction during the past year.* The Mines Department, however, does what it can to improve and control the sanitary conditions in mines, and I am of opinion that the coolie lines are not in such an unsanitary state as might be supposed, for the Chinese miners are practical and shrewd men and well alive to the necessity for endeavouring to preserve the health of the coolies by whom they obtain their wealth, and who have to be brought to the country from China at considerable cost. Indeed, I find that Dr. Welch, acting under special instructions from the then Resident, Mr. W. E. Maxwell, reported, under date 14th January 1890, that he had inspected mines employing an aggregate of 18,500 men, and was able to state that "the health of the coolies engaged in nearly all the mines is remarkably good and is certainly not to be judged by the cases in hospital," but he adds that the pale unhealthy looking sinkheh was generally easily detected among the bronzed muscular looking coolie of the kongsis. He further reported that, so far from finding that the coolies were averse to availing themselves of the advantages afforded them by the State hospitals, he found them, as a rule, most anxious to do so. The report of Dr. Braddon, who inspected a smaller number of mines, was to a similar effect.

Both reports must now, however, be read with the qualification required by the fact that mining has greatly extended of late years, that the number of sinkhehs employed has proportionately increased, and that it is *newly opened* land that bears the great majority of beri-beri cases.

12. The average daily number of patients in the Pauper Hospital was 519, and the cost per bed came to \$89.38, the cost in 1892 having been \$98.57.

13. There are still a large number of incurables in the Pauper Hospital, the Tai Wah Ward, referred to in paragraph 154 of Mr. Birch's Annual Report for 1892, not having yet been erected. The delay is mainly due to the absence on leave of the Chinese Secretary. The scheme of the ward was finally sanctioned in April, the principal object being to provide accommodation for indigent Chinese incurables and to furnish free passages back to China for such incurables as are recommended by the Medical Department.

A few cases have been repatriated, but there are considerable difficulties in the way of carrying out this part of the original design and in insuring that the friends in China of the incurables are prepared to receive them. The funds are managed by a Committee composed of certain Government officers, including the Captain China, and of seven Chinese and one non-Chinese member, approved by the Resident annually. Income is derived from the balance of the brothel registration fees, which had been collected under the repealed regulations, by an extra weighing charge on tin of one cent. a pikul, and from subscriptions. Government undertook to grant \$2,000 towards the cost of a substantial building, not to exceed \$7,000, but the committee have not yet availed themselves of the offer. The balance to the credit of the fund on 31st December 1893 was \$5,419.

14. LUNATIC WARD.—Ninety-two cases were treated and the ward is overcrowded owing to the inability of the Colonial Asylum to receive any more of our lunatics at present, and if this state of things is likely to continue it will be necessary to increase the accommodation of the ward.

15. LEPER HOSPITAL.—None of the Selangor lepers are treated out of the State. This hospital commenced the year with 24 patients, and at its close the patients numbered 67. It was necessary to erect a temporary ward in April last. Thirty acres of land have been reserved in the vicinity of the hospital and the lepers are encouraged to cultivate gardens and contribute to their own support.

Dr. Welch reports that there are still numbers of lepers on the outskirts of the populous mining villages near Kuala Lumpur. Passengers arriving at the ports are medically inspected and precautions taken to prohibit the entry of lepers into the State.

* Dr. Welch makes the following suggestion in a semi-official note:—"Would the visiting of unhealthy mines by a medical officer be of some value in giving him an insight into the conditions of life of the coolie and, in consequence, into the possible causes of the more serious diseases?—*e.g.*, are the dysentery and diarrhoea, so fatal among the coolies, chiefly connected with the sanitation, scurvy, privation, deprivation of opium, or lead, tin, or arsenic poison? This question can hardly be answered at present, simply because no one of the Medical Department has time or opportunity to make the inquiry. The fact remains that the usual remedies are nearly powerless in these diseases. The same applies to beri-beri."

16. GAOL HOSPITAL.—The number treated was 507, and the death-rate 1·97 per centum. The corresponding figures for 1892 were 345 and 3·18. Dr. Welch writes “during the latter half of the year, observations have been taken as to what proportion of newly admitted prisoners are opium smokers—of 713 men admitted, 345 were opium smokers. These seem to be as healthy as the others; are equally fit for work, and do not appear to furnish a larger proportion to hospital.” These observations were initiated by Dr. Travers, Residency Surgeon, before he left on leave.

SELANGOR.

17. The following return shows the chief diseases treated in all the hospitals:—

Diseases.	No. treated.		No. of Deaths.		Death-rate per cent.	
	1892.	1893.	1892.	1893.	1892.	1893.
Beri-beri	2,233	3,829	388	894	17·3	23·3
Dysentery	934	1,243	274	456	29·3	36·6
Diarrhoea	838	1,254	377	602	44·9	47·9
Fevers	1,761	1,546	93	57	5·2	3·6
Venereal	545	571	5	5	0·9	0·8
Injuries	325	476	8	9	2·4	1·8
Skin Diseases	1,050	1,515	20	41	1·9	2·7

18. OUT-PATIENT DISPENSARIES.—The system of out-door relief is being extended with advantage, and to the benefit of the crowded hospitals. During 1893, relief of this nature was given in 11,205 cases; in 1892 the number was 5,995.

19. The State expenditure on the Medical Department is liberal. Taking the estimates for the current year, 1894, the provision made is—

Establishments and Services exclusive of Establishments	-	130,052
New Buildings, exclusive of General Upkeep and Repairs	-	64,186
Roads	-	580
Total	-	<u>\$194,818</u>

In only three of the 16 Government hospitals is any charge made—the General Hospital, European Ward and Female Ward, all in Kuala Lumpur—and the receipts in 1893 amounted to \$2,500. But I should add that a small charge is also made against contractors and planters who avail themselves of the district hospitals for the treatment of their employés.

20. With the exception of the sinkhehs, who at first are a little shy of trusting themselves to European methods of treatment, the Chinese appreciate the Government's liberality and have faith in its methods; so much so that, as already mentioned, they are taking part in the establishment of the Tai Wah Ward for incurables, while Mr. Yap Kuan Seng, Captain China, and a member of the State Council, and his friends, are interesting themselves in the establishment of a private hospital for Chinese at Pudoh, Mr. Lok Yew, also a member of the Council, has built a small hospital at Serendah, to be managed by the Government Medical Department, and Towkay Loh Chin Keng, of Sepang, has offered to pay half the cost of the salary of a dispenser at that station, and to provide quarters temporarily.

The hearty way in which many of the Chinese community interest themselves in hospitals and in educational work—the Victoria Institution, for instance—is very gratifying.

One point has to be guarded against, and that is that if the hospital is situated at a considerable distance from a mine, the mine-owner may show a tendency to keep his sick coolies away from the institution so long as he possibly can, for fear of losing them by their absconding from the hospital on recovery. This again points to the utility of extending the system of out-door relief in all mining centres.

The comparatively small Malay community have less need of hospital accommodation, being averse to leave their own homes and families, but are gradually becoming more reconciled to European medical treatment.

The Tamils are more or less accustomed to European methods, but naturally are disinclined to enter hospitals overcrowded with Chinese. Mr. Tambusamy Pillay, an enterprising and prosperous Tamil man of business, has made a tentative proposal for the erection of a ward for his countrymen, towards the cost of which he would collect some \$3,000.

SELANGOR. 21. VACCINATION.—The returns for 1892 and 1893 are :—

Year.	Number Vaccinated.	Successful.	Failed.	Not seen.	Percentage of Success.
1892	2,394	1,939	141	314	80·6
1893	2,453	1,832	230	391	74·6

The Acting Residency Surgeon acknowledges the assistance he has received from the district officers and Penghulus, and praises highly the activity and zeal of the out-station apothecaries and dressers who have undertaken vaccination.

It is difficult to enforce arm-to-arm vaccination generally, and during the greater part of the year reliance was placed on the supply of English lymph, which is stated to be most unreliable.

During the last few months of the year, buffalo lymph, prepared at the Pasteur Institution, Saigon, was, at the suggestion of Dr. Kerr, Acting Principal Civil Medical Officer, Straits Settlements, tried with such success that the English supplies have been discontinued. In addition to its greater reliability, the Saigon lymph is very considerably cheaper.

The percentage of successful cases during the last few months of the year, when the Saigon lymph was employed, was 85·7.

It should be noted that a very large number of Chinese who arrive in the State from China are inoculated in their own country, and do not require vaccination here. Of 636 Chinese admitted to gaol during the last half of the year 1893, 257 were found, on examination (instituted by Dr. Travers), to have been inoculated, while 328 had small-pox eruptions.

22. As I have shown, the resources of the Medical Department were severely tried during the year, and great credit is due to the staff of all ranks for their zeal and devotion to their duties.*

Births and Deaths.

23. REGISTRATION.—Compulsory registration of births and deaths was only instituted during the latter half of 1892, the reports for registration being entered up by the police, and the returns being compiled in the medical department from the information thus obtained.

The system is gradually becoming better known and understood by both the public and the police, but the returns cannot yet be said to have much value, except, perhaps, as regards the Malays, and the conclusions to be derived from them cannot as yet be relied upon, while, as only one census has been taken in the State (1891), “no calculation can be made from a previous intercensal period as to what annual variation may be looked upon as the probable one.”

The matter is receiving consideration; books similar to those in use in the colony have recently been adopted, and it may be expected that the registration will be more effectively carried out in 1894.

24. BIRTHS.—Taking the registration for what it is worth, 856 births were registered, 488 males and 368 females, more than three-fourths of the births occurring amongst the Malay population. Sixty-five male and 58 female Chinese children were born.

25. DEATHS.—The number of deaths registered was 2,826 (2,423 males and 403 females), adding to which number deaths which occurred in hospitals and gaols, 2,381, the total of 5,207 is arrived at.

	Population at last Census.	No. of Deaths, including Hospitals.	Death Rate per Mille.
Total Chinese	50,844	4,001	78·691
„ Malays	23,750	795	33·473

The high rate amongst the Chinese is doubtless due to beri-beri and other diseases to which they become exposed in the course of their work in the mines, and to which reference has already been made. The Malays rarely undertake mining operations.

These figures are taken from the year's report of the Acting Residency Surgeon.

* I regret to say that since this portion of the report has been in type the Government has lost the services of District Surgeon W. M. Little, who died suddenly on the night of the 15th March.

Meteorological Observations.

SELANGOR.

26. The Acting Residency Surgeon has furnished an interesting meteorological report, which will be printed for publication. Observations are recorded by the medical department in every district of the State, but those at the head-quarters at Kuala Lumpur are the most complete.

27. The highest rainfall registered for the year was in Ulu Selangor, 117·64 in., the lowest at Ulu Langat, 36·55 in. At Kuala Lumpur 87·67 in. were registered. The year was a "dry" one on the whole, though the last quarter was particularly "wet."

28. From the records of 10 years, in the district of Kuala Lumpur, Dr. Welch comes to the conclusion that the months of June and July are essentially dry months, while a partial dry season may be looked for from January on to the middle of March. The wet seasons extend from March well into May, and from October to the end of December.

29. During 1893 the thermometer showed the usual mean variation of about 25°. The hottest weather is experienced during the months of February to June. The mean average temperature at Kuala Lumpur, two readings, 9 a.m. and 9 p.m., was 78·2°. Dr. Welch considers that "the climate of Selangor must be looked upon as varying "only in slight degrees, the barometer, thermometer, humidity, and rainfall varying "only slightly, with the exception of the dry season already recorded."

III.—PUBLIC WORKS.

30. EXPENDITURE.—The total provision for works and buildings, and roads, streets, and bridges combined, including revotes from 1892 (\$151,390) and supplementary provision, was \$906,880, as compared with \$808,000 in 1892; the sum actually expended during the year was \$862,775 (as compared with \$581,562 in the previous year), leaving a balance unexpended of only \$44,105. Of the unexpended balances, some were due to works purposely postponed, while the abnormally heavy rain during the last quarter of the year put a stop to work, more especially on the "Coast Road" in the Kuala Selangor and Klang districts.

Under special expenditure, \$50,633 were provided for the departmental factory and for a steam launch, and of this \$46,684 were expended.

The total provision made for the Public Works Department in 1893, inclusive of salaries and allowances, was \$1,077,537, and the expenditure during the year came to \$1,020,467. There was a saving on salaries and allowances of \$4,495.

The above figures, which are exclusive of all railway expenditure, will show that the department is a large and important one for a Native State. It was administered with zeal and energy by Mr. C. E. Spooner, who reports that he received every assistance from his staff.

The cost of administration and supervision was 5·78 per cent. on the total expenditure for all services.

The combined expenditure of the Public Works and Railway Departments during the past year was :—

Public Works Department	\$ 1,020,467
Railway Department	784,812
	\$ 1,805,279

The area of the State has recently been recalculated by the Chief Surveyor, and put at, roughly, 3,500 square miles.

31. WORKS AND BUILDINGS.—Expended \$496,075. I will refer briefly to some of the more important works.

32. WATERWORKS, KUALA LUMPUR.—The original estimate, made in July 1892, for supplying the town with water from a distance of 6½ miles was \$368,860. The granite rock at the impounding reservoir has proved to be less reliable than had been hoped, necessitating a puddle floor over the bed of the reservoir, and it is probable that the estimate will have to be raised to \$424,058. The expenditure on the works during the year was \$214,300. The service reservoir will be finished during 1894, but the completion of the scheme cannot be expected until next year. Labour has been a difficulty, working in hill granite being invariably unhealthy. Contractors on schedule rates have been resorted to, better progress is being made, and Chinese

SELANGOR. have been found to be the only suitable labourers for this work. The fall in exchange has also materially affected the original estimate.

33. **PUDOH GAOL.**—The administration block was completed on contract, at a cost of \$28,700. The cellular blocks are being constructed departmentally, the services of convicts being utilised. The department imported 64 masons, 10 carpenters, and 59 coolies, and good progress was made. A quantity of the bricks and of the ironwork was made at the State Factory. The work should be completed by the end of the present year. Accommodation will be provided for some 340 prisoners at a cost of about \$200,000. Construction was commenced in 1891.

34. **THE MESS HOUSE** for the accommodation of six unmarried Government officers was almost completed within the year. The cost has reached \$15,875, without stabling, the erection of which was deferred to the present year.

35. **HOSPITALS.**—The following more important additions were made:—

Pauper Hospital, Kuala Lumpur,	Two Wards
Do.	do. Surgical Ward
Do.	do. Female Lunatic Ward
General Hospital,	do. Police Ward
Do.	do. Female Ward
Do.	do. Store
Leper Hospital,	do. Unclimbable fencing.

The total cost of these buildings was \$28,395.

36. **MARKETS.**—An iron market, so designed as to admit of its removal elsewhere at any time, was completed at Sungei Besi, at a cost of \$7,500.

37. **A FIRE BRIGADE STATION** was built at Kuala Lumpur for \$5,600.

38. **STATE STORE.**—This building, referred to in paragraph 197 of Mr. Birch's Report, 1892, was completed, the cost being \$1,660. It is now being stocked, and will be a depôt for the supply of serviceable stores for public buildings and to the district stores.

39. **THE STATE FACTORY**, mooted in 1891 and commenced in 1892, was not quite completed, but good progress was made and it should be in full working order, with engines running, by the middle of the present year. The total cost of the buildings will be about \$17,000 and of the machinery \$20,400. The equipment will consist of a sawmill and necessary wood and iron-working machinery, driven by a 40-h. p. engine. The scheme is that the State shall possess workshops, with a trained staff of artisans, a timber depôt, brickfields and a store; the object is that the Public Works Department shall be in a position to turn out all necessary building material in a converted shape, both in wood and iron, be independent of the few contractors, reduce rates and improve the style and execution of work throughout the State. A not inconsiderable amount of work has already been performed by the Factory and the Brickfields in connection with the New Gaol, Klang Lighthouse and other public buildings, but it would be premature to discuss the success of the scheme until it is in full working order and has been fairly tested. A proposal well worth consideration, and suggested by the Colonial Secretary, is to afford technical instruction to native youths in the workshops.

40. **STATE BRICKFIELDS.**—Some second-hand machinery was bought and work commenced. The clay is all that is desired and the bricks excellent. The machine was only at work during seven months of the year and is of an old pattern.

The out-turn was:—

Stock bricks	930,091
Pressed bricks	392,857

Total 1,322,948

These were sold to various works at an average price of \$85 per 10,000 for the former and \$90 for the latter. The average market price for stock bricks, of inferior quality, was \$95, and the supply limited. It is noted that, but for the initiation of the State brickfields scheme, it would have been necessary to import bricks for the service reservoir at a very high cost. The production of bricks has so far been on too small a scale to materially affect market rates, but a new mill, of improved type, guaranteed to turn out 20,000 bricks per day, has been ordered through the Crown Agents, and the result will be reported upon hereafter.

41. **TIMBER DEPÔT.**—This is the fourth branch of the factory scheme, and one of its objects, a very important one, is to secure a stock of seasoned timber for public works. Hitherto, owing to the demands in a new country, seasoned timber has been unpro-

curable, and the life of the buildings in which timber is largely used is not so long as it otherwise would be. Another is to lower the rates in the market, which, owing to demand, are high. It is too early, as yet, to report as to the prospects of the scheme.

42. DEPARTMENTAL WORK.—A few of the buildings have been constructed departmentally, and with success. I have already alluded to the departmental work on the New Gaol. The State Engineer points out that the Post and Telegraph Office at Kuala Kubu was constructed departmentally by the district engineer at a cost of \$2,944 being \$556 under the lowest tender received.

43. GOVERNMENT BUILDINGS.—The State engineer reports that “there were 107 new buildings or sets of buildings erected during the year, varying in cost from \$330 to \$43,780, exclusive of minor works. There are now 430 buildings the property of Government in the State, exclusive of railway buildings.”

44. GOVERNMENT QUARTERS AND FURNITURE.—I may here mention that the long open question of quarters and furniture for Government officers has at last been settled, and rules were issued during the year, the pith of which is contained in Rule 6: “In all cases, other than those enumerated in paragraphs 3 and 4 of these rules, Government houses and quarters will, if any such are available, be granted free to Government officers, with the exception of certain classes of railway employés, but it is to be distinctly understood that quarters or houses will be allotted entirely according to the discretion of Government and that no particular house or quarters will be considered to belong to the holder of any special office, and that no claim for the value of house or quarters occupied under this rule will be allowed when considering the pension or gratuity of an officer who may retire from the service on a pension or with a gratuity subsequent to the date when these rules come into effect.” The exceptions alluded to are district officers and assistant district officers when in charge of sub-districts, all officers of police and prisons, medical officers in charge of hospitals and clerks of the postal and telegraph department; these officers are entitled to free government quarters. They are also entitled to specified articles of government furniture, paying rent in respect thereof, quarterly, at the rate of 5 per cent. of the value. Other officers are not supplied with government furniture. The enforcement of these rules is entrusted to the Public Works Department. I am under the impression that the initiative in settling this matter was taken by H.H. the Sultan of Perak, who objected to his officers being called upon to pay rent for their quarters, and the action taken in Perak has been followed in Selangor, Sungei Ujong and Jekebu.

45. ROADS, STREETS AND BRIDGES.—Expended \$366,700, of which \$128,656 were employed in the construction of new roads and the continuation of existing roads.

46. ROAD CONSTRUCTION.—18.73 miles of metalled roads were completed during the year, 2.89 of gravelled roads, of natural roads 35.05 miles, and bridle-roads and tracks 16.50 miles, total 73.17 miles. To these may be added the conversion into a metalled road of $4\frac{1}{2}$ miles of the Sungei Lui Road and $3\frac{1}{2}$ miles of the coast road.

47. CONSTRUCTION RATES, AVERAGE 1893.—Metalled cart-roads, 18 ft. formation, width metalled 14 and 16 ft., depth of metal 0.50 ft., per mile \$4,690. Gravelled cart-roads, formation 18 ft., width gravelled 16 ft., depth of gravel 0.50 ft., per mile \$2,350. Natural cart-roads, formation 18 ft., and 9 ft., per mile \$718. Bridle-roads 7 ft., per mile \$618. Bridle-paths, 5 ft., per mile \$520. These figures are inclusive of bridging.

48. ROAD MILEAGE.—The State possessed at the end of the year:—

Metalled cart-roads, miles	135.37
Gravelled ” ”	28.71
Natural ” ”	192.52
Bridle-roads and paths, miles	57.00
Total miles	413.60

49. COAST ROAD.—This was one of the most important works carried out during the year. The coast road, a natural road for most of its length, with formation of 18 ft. and 9 ft., extends, or will extend, right through the three coast districts from Sabak on the Bernam River, the boundary with Perak, to Sepang on the river of that name, the boundary with Sungei Ujong. The distance will be about 105 miles. There may, however, be difficulty in carrying the road through some swampy land between Kanchong and Sepang. From Sepang the road could be extended into Sungei Ujong to Port Dickson, whence there is a road along the coast to the port of Pengkalan Kempas on the Linggi River, the boundary between that State and Malacca. From

SELANGOR. Sabak there is water communication by the Bernam River, the Janderata Canal and the Perak River to Telok Anson, the chief port of Perak and the terminus of the Kinta Valley Railway. By the close of the past year, 72 miles had been completed, from Kanchong to Skinchang, the final completion of the northern end, 19 miles, to Sabak, having been delayed owing to abnormally heavy rainfall during the last quarter of the year.

50. MAIN TRUNK ROAD.—In paragraph 6 of the Secretary of State's despatch dated 23rd November, 1893, reference is made to this road, which, with the exception of about 50 miles in Perak, is continuous from Province Wellesley to Malacca. The portion which passes through Selangor, from Tanjong Malim, on the Perak boundary, to Beranang, where it connects with the Sungei Ujong section, is 82 miles in length, and of this length there are :—

Metalled	-	-	-	-	-	63 miles.
Gravelled	-	-	-	-	-	14 „
Natural	-	-	-	-	-	5 „
Total	-	-	-	-	-	82 „

The natural section, five miles in length, in the important mining district of Ulu Selangor, is constructed on so bad a trace that its reconstruction should undoubtedly be undertaken and a metalled road be provided. Metal should also be substituted for gravel whenever the traffic is at all heavy, because, with our large rainfall, gravelling, where there is considerable cart traffic, is most unsatisfactory and very costly for maintenance. The whole of the natural and gravelled sections are situated in the Ulu Selangor District, where there is great mining activity, and it has been argued that, as the railway extension goes through the district, for much of its length parallel with the road, gravelling should suffice. This seems to me a wrong view to take; so long as mining continues there will be heavy traffic and the goods to and from the mines must be carted by road to and from the railway stations.

In a recent number of the *Selangor Journal* there appeared an interesting account of a journey by bicycle from Kuala Lumpur to Malacca, a distance of 110 miles, covered at an average speed of over 10 miles an hour, the riders reporting that the journey could be done easily in a day.

From the trunk road in the Ulu Langat section, a cart road is under construction up the Sungei Lui Valley to the pass into Jelubu at Ginting Peras, to which pass reference is made *infra* under "Future Extensions," paragraph 77. This road may eventually be extended through Jelebu and into Pahang.

51. ROAD MAINTENANCE.—The mileage of all roads maintained during the year was 362·80, and the cost \$90,137.

52. THE CEYLON SYSTEM.—This system of road maintenance was fully explained in Appendix J.* of Mr. Birch's Report for 1892.† During the year under review, the labour force was increased from 1,436 to 1,623 men, Tamils principally and a few Javanese. In the Kuala Lumpur District, the hours of labour were increased by one hour a day, for the same rate of pay. Five sets of "permanent" and five of "temporary" coolie lines were built on the different sections of the roads and their construction will be continued until all the roads are supplied.

In 1893, 2063·35 cubes of metal were piled alongside the roads, at an average rate of \$7·15 per cube, as compared with 2,196 cubes in 1892, at a rate of \$8·10 per cube. Metal being the chief item influencing the cost of maintenance of metalled roads, this reduction of 95 cents a cube is eminently satisfactory.

The number of cubes spread and consolidated was 1,621·19, at an average rate for the whole State of \$4·03 a cube, the rate varying from \$2·05 to \$7·35.

Until the system has been in force long enough for all the roads to have been brought into decent order, it is impossible to institute comparisons of the cost under the new and the old systems. This will be understood when I say that in many cases roads, which were classed as metalled, were found to be "composed of cobble stones averaging 6" gauge, which had to be picked up, re-broken and re-laid with new metal"—in fact, the roads in some instances have been metalled afresh, not simply maintained or re-metalled. The best results of the new system are to be seen on the length of the main trunk road from Rawang to Beranang, 47 miles, which have been vastly improved.

53. GENERAL.—Mr. Spooner's Annual Report shows a good record of work done and that the programme laid down was to all extents and purposes carried out.

* Not printed.

† Page 26 of [C.—7228].

Sanitary Boards.

SELANGOR.

54. The sanitary boards, now established in the districts of Kuala Lumpur, Klang, Ulu Selangor and Ulu Langat, continue to do good work and are useful in educating both Malays and Chinese to take an interest in local affairs. So much is done for both races by Government, that this education becomes specially valuable and is one means of keeping the Government and the people in touch.

55. I have made suggestions for certain improvements in the law relating to sanitary boards, and for providing, amongst other things, that the revenue of each board shall be credited to its sanitary board fund, and be used solely for sanitary board purposes, under the control of each board, and for the preparation of more detailed and exact estimates of revenue and expenditure. The amendments have been incorporated in a draft Regulation consolidating and amending previous enactments and, by His Excellency's orders, this draft has been forwarded for consideration to the Governments of the other protected native States, prior to being laid before the State Council.

56. The total revenue of all the sanitary boards during 1893 amounted to \$114,189, and the expenditure is returned at \$86,818.

	Revenue.	Expenditure.
	\$	\$
Kuala Lumpur	95,818	72,802
Ulu Selangor	13,337	7,056
Klang	3,284	5,936
Ulu Langat	1,750	1,024
	114,189	86,818

57. The revenue collected in Kuala Lumpur, the capital town of the State, amounted to \$95,818, an increase of \$29,420 over the receipts of the previous year. This increase is due partly to growing prosperity and partly to increase in the rate of some of the taxes, including the doubling of the rate of the fee payable for opium shop licenses. The revenue was got in without difficulty and only trifling arrears carried over to 1894. The main sources of income were market dues, \$47,000; opium shop licenses, \$13,800; vehicles and animals (including cart taxes for the whole of the Kuala Lumpur District), \$16,240; assessment on houses and buildings, 5 per cent, on value, \$12,700. The expenditure is put at \$72,802, but account has not been taken of a considerable expenditure defrayed from State funds. This anomaly will be remedied when the amendments to the law, above referred to, have been passed.

58. The town was lighted with kerosine oil lamps at a cost of \$10,729. Facilities exist for installing the electric light for town illumination, and it is anticipated that in 1895 funds may be available for its introduction, and that Kuala Lumpur may lead the way in this respect in the Straits Settlements and the Malay Peninsula.

59. The thanks of the community are due to the unofficial members who sat on the Board during the year, Raja Laut and Towkay Lok Yew, both also members of the State Council, and Messrs. F. G. West and G. Cumming, of the Straits Trading Company. The Captain China, Mr. Yap Kuan Seng, is *ex-officio* a member of the board, which he has served with his wonted energy.

Fire Brigade.

60. STRENGTH.—The strength of the fire brigade at Kuala Lumpur (26), the members of which are all volunteers and principally Government officers, was well maintained under the captaincy of Mr. H. F. Bellamy (Deputy State Engineer), who is enthusiastic in the performance of his duties, and has communicated his enthusiasm to the members of the brigade. Mr. Bellamy left for Europe towards the close of the year, on sick leave, and his place was taken by Mr. C. R. Cormac (Acting Superintendent of Posts and Telegraphs).

61. DRILL.—Twenty-six wet drills and 11 dry drills were held during the year. Very successful competition drills were carried out in June, and the "times" having been sent to the "Fireman" newspaper, the editor gave it as his opinion that they were "very good indeed," and that the "brigade would make an excellent display against any firemen in the world."

62. FIRES.—The services of the brigade were only required in the case of two fires. Good work was performed in stopping a fire in the atap village of Pudo.

SELANGOR.

63. BUILDINGS.—A suitable station of a permanent character, with stabling, centrally situated, was handed over to the brigade in October.

64. GENERAL.—The corps has been affiliated with the National Fire Brigades Union of England.

Captain Bellamy organised and drilled a brigade at Klang (manual engine).

The only other district in which a fire-engine, manual, has been provided, is Ulu Selangor (Kuala Kubu). In so small a place it is difficult to obtain a sufficient number of volunteers, and the district officer has not yet succeeded in interesting the Chinese in the brigade, as has been so successfully accomplished in the Kinta District of Perak. He suggests that this may be due to the fact that Kuala Kubu has hitherto been free from any destructive fire.

IV.—RAILWAYS.

65. The shore State railway, a metre gauge, single line, is a successful commercial undertaking, and during the year produced on the Government capital invested therein a return at the rate of 12·31 per cent., an increase of 1·27 per cent. over the interest earned in 1892. Both as regards the administration of the open line and the carrying out of extensions, the department was under the superintendence of the resident engineer, Mr. A. J. W. Watkins.

Open Line.

66. MILEAGE.—By the end of 1893, the total length of line open to traffic was 49 miles. During the course of the year there were opened to traffic:—

From Rawang to Serendah (Ulu Selangor extension)	-	4·66 miles
Kuala Lumpur to Pudo (Pudo branch line)	-	1·83 „

Total 6·49

67. The opening of the first-mentioned extension gave a great impetus to mining, and it was found necessary to increase the station accommodation.

The novelty of the line attracted a large number of passengers at first to the Pudo branch, but it was found, as was anticipated, that, for this short distance, the public conveyances plying on the road which lies parallel to it are dangerous competitors. The branch is now being extended to the large mining centre known as Sungei Besi (7 miles), and should, eventually, prove a profitable undertaking.

I do not intend it to be inferred that the Pudo branch line has been a failure. It was opened on the 1st June, and by the 31st December it had carried 290,238 passengers.

68. RECEIPTS.—The gross receipts amounted to \$527,615, an increase of 38 per cent. on the amount received in 1892, and an excess over the estimated amount of \$77,615.

The net revenue was \$329,775, an increase over the results of the working in 1892 of \$98,711.

EXPENDITURE.—The total expenditure on revenue account (that is, exclusive of additional expenditure on capital account, on extensions in hand) was \$197,839.

NET PROFIT.—I quote from Mr. Watkins's report:—"The percentage of net profit upon the capital expended to date is 12·31 per cent. It must be noted that the capital upon which this percentage has been calculated includes all expenditure upon the Ulu Selangor extension, the Pudo extension, and upon additional rolling stock, while of the Ulu Selangor extension, the Serendah section, 4½ miles, was only opened for traffic in July, and the Kuala Kubu section, 13½ miles, is not yet ready for traffic; the Pudo extension was opened for traffic only in June, and, as the additional rolling stock had not all arrived at the end of the year, little benefit was received from it."

The profit would have been larger but for the continued deficiency of rolling stock, owing to the traffic increasing beyond expectation. The insufficiency of the rolling stock has been referred to in the Administration Reports for 1890, 1891, 1892, and is repeated now. Other causes were the occurrence of a collision between two trains in July, and of two serious slips on the Rawang extension, due, in part, to unusual rainfall towards the close of the year.

69. A return showing the general results of the working of the line is given in Appendix E,* from which I take the following figures:—Capital outlay per mile open, \$54,684·68; capital invested in the line opened and under construction, \$2,679,547;

total earnings per train mile, \$4.01; total working expenses per train mile, \$1.49; net earnings per train mile, \$2.52; working expenses to gross receipts, 37½ per cent., a reduction of 1¼ per cent. on those of 1892; the train mileage was 132,772.

70. **TRAFFIC.**—The number of passengers carried was 661,627, an increase of nearly 480,000 over the number which made use of the railway in 1892, due to a considerable extent to the working of the Pudooh branch. The tonnage of goods was 96,090, an increase of 33,342 tons, and the head of live stock, 20,866, an increase of 8,236.

71. **ACCIDENTS.**—The only serious accident was a collision between two trains in July, two miles from Klang, in which a Chinaman lost his life and two Europeans and several Chinese were injured. The accident occurred through the negligence of the Klang station-master, who, being a British subject, was put upon his trial in Singapore, when, to the surprise of most people, he was acquitted.

The system of signalling has since been improved by the adoption of the staff and ticket working.

72. **WORKS.**—Many important works were undertaken in connexion with the open line, such as the remodelling of the Kuala Lumpur station, which may be completed this year, the improvement of the permanent way on the Klang section, roofing over Klang passenger station, the erection of two iron goods sheds, and the maintenance of the temporary jetties at that port.

Extensions.

73. **ULU SELANGOR EXTENSION, METRE GAUGE, SINGLE LINE.**—This extension is from Kuala Lumpur to Kuala Kubu, a distance of 38½ miles, divided into three sections:—

Kuala Lumpur to Rawang	20 miles.
Rawang to Serendah	4¾ "
Serendah to Kuala Kubu	13½ "

About 38½ "

This extension was officially recommended, in February 1889, by the then Resident, Mr. F. A. Swettenham, C.M.G., who, bearing in mind the advisability of ultimately continuing the line on into Ulu Pahang, if possible, with the view of giving that State, or a portion of that State, a port at Klang, at the same time suggested, as a preliminary measure, the construction of a cart road towards Raub and Kuala Lipis from Kuala Kubu. Provision has been made for constructing 8 miles of this road during the present year (1894), and the work is now in hand. The road will take the place of the present bridle track, along which a considerable amount of traffic passes.

The extension was commenced in August 1889, and was entrusted to contractors until the 15th January 1893, when it was determined, owing to the slow progress made, to complete the work departmentally.

Under the terms of the contract, the Rawang section should have been opened in June, 1891; it was not opened until November 1892. The Serendah section was to have been completed by the 2nd January 1892; it was opened for traffic in July 1893.

The Kuala Kubu section was to have been ready to be taken over from the contractors in April 1893; it may now be opened by July 1894.

It is probable that the experience gained both here and in Perak will result in all future railway extensions being undertaken by the Government Railway Department, and not by contractors.

The labour force was somewhat disorganised while the negotiations for determining the contract were proceeding, but Mr. Watkins is able to take the heavy earthwork on the Kuala Kubu section as a test, and to report that, whereas the work done by the contractors in 1892 was represented by 256,586 cubic yards, that performed by the Railway Department from 15th January to the end of the past year was 284,843 cubic yards.

During the last quarter of the year the rainfall was unprecedentedly heavy, and seriously delayed work. Moreover, work was checked by delay in the receipt of material from England, ascribed to the effects of the coal strikes.

The final estimates for the whole of the Ulu Selangor Extension point to a cost of \$1,832,421, or \$47,595 a mile. The original estimate was \$1,047,668 (so far as I can ascertain, in the absence of any copy of any complete detailed estimates by the former resident engineer), or \$27,213 a mile. Fall in exchange alone has largely influenced the cost.

SELANGOR.

The extension during the year was under the immediate charge of Mr. N. W. Roy, A.M.I.C.E., whose services were taken over from the contractors, and have been valuable.

74. PUDOH EXTENSION.—Length 1·83 miles, from Kuala Lumpur to the village of Pudoh. This was the first portion of railway undertaken departmentally. It was commenced towards the end of May, 1892, completed in May, 1893, and opened on 1st June. The cost was \$91,856·65. There is a station at Sultan Street, Kuala Lumpur, and one at Pudoh.

75. SUNGEI BESI EXTENSION.—Length seven miles, from Pudoh to the large mining centre at Sungei Besi. Construction has been commenced, and will be completed by the Railway Department this year (1894) at an estimated cost of \$145,875, or \$20,839 a mile. It is a continuation of the Pudoh extension, and, if desired, can be carried on through Cheras, up the Lui River Valley, and over the Ginting Peras Pass into Jekebu and Pahang.

Future Extensions.

76. The question of removing the port of the State, now situated about $9\frac{1}{2}$ miles up a river somewhat tortuous, and not very broad, to a more favourable position at or near its mouth, is one that has been under discussion for a considerable time. During the year I requested Mr. Watkins to again examine the position at Tanjong Kubu, at the point where the river begins to narrow, and which had been adversely reported upon by a Commission appointed by the Governor in 1887. His report being favourable, His Excellency was good enough to request the services of the naval authorities in reporting upon the suitability of the proposed port. The request was cordially acceded to, and Captain F. M. Field, R.N., of Her Majesty's surveying ship "Egeria," examined the locality, and reported on 7th February, 1894, as follows:—

"Inspection of this place shows the port to be deep and clear of dangers, and the eastern shore of the river, southward of the police station, is well adapted for wharves, the deep water on that side extending close up to the shore throughout.

"From a point about 500 yards S.E. of police station to the mouth of the Sungei Au there is a distance of 1,100 yards of river frontage suitable for wharves, with an available space outside of three fathoms limits, for coming to and getting away from the wharves, of 400 yards.

"Southward of Sungei Au wharves might be extended for another 1,000 yards, the available space for turning decreasing gradually from 400 to 250 yards.

"From a point about two cables south of the police station, mooring buoys might be laid down in a westerly direction to accommodate half a dozen ships, if necessary, without at all obstructing the fairway, and westward of these buoys, ships might lay at single anchor, in a line up and down the river, to almost any number without impeding navigation.

"Reference to the chart of New Harbour, Singapore, shows that the space for getting away from the wharves varies from 200 to 400 yards, and the total length of wharfage (eastward of the P. and O. wharf) is about 2,000 yards. The port of Kuala Klang, therefore, appears to compare not unfavourably with New Harbour as regards capacity and capabilities."

The cost of extending the railway from the terminus at Klang to the proposed port at Tanjong Kubu, a distance of $5\frac{1}{4}$ miles, is estimated at \$122,188. This estimate is exclusive of wharves, which, however, must be provided whether the present port is retained, or whatever site is selected for a new port. The temporary wharves now in use at Klang are entirely unsatisfactory, and their upkeep is expensive.

It would be out of place in a report on the events of 1893 to discuss further the question of change of the port of the State, which is being submitted to the Secretary of State, but bearing in mind the central situation, on the west coast of the peninsula, of Selangor, and the possible extension of its railway system into Pahang and Jekebu, it is satisfactory to be able to record that at Tanjong Kubu the State possesses a possible site for a port and harbour, the best in the peninsula, and equal to New Harbour, Singapore.

At Sungei Dua, lower down the river, a still better natural harbour exists, to which, eventually, the railway could be extended from Tanjong Kubu.

Surveys.

77. Good surveying work was done during the year. The Ginting Peras, Ginting Bidai, and Ginting Simpah Passes into Pahang were examined, and it was ascertained

that in the case of the second there are great difficulties to be encountered on the Pahang side, while as regards Ginting Simpah the probable cost of construction could not compare with that *vid* Ginting Peras, the pass the adoption of which has been strenuously advocated by Mr. W. E. Maxwell, C.M.G., formerly British Resident, for some years past.

SELANGOR.

V.—IMMIGRATION.

78. INDIAN IMMIGRATION : STATUTE IMMIGRANTS.—The number of statute immigrants brought into the State shows a tendency to increase, the figures being :—

1891	-	15
1892	-	30
1893	-	81

During the year, statute immigrants were obtained by three estates, in 1892 only in the case of one estate. At the close of the year there were 91 of these immigrants, all employed on estates owned by Europeans. There were seven deaths. The highest death-rate was on an estate in Klang employing 48 coolies, 10·41 per cent. There were three births. The coolies were inspected twice by the Indian Immigration Agent of the colony, and twice by the Selangor Assistant Indian Immigration Agent, who is also the district officer of Klang, Mr. J. R. O. Aldworth.

79. FREE LABOURERS.—The following table gives the total number of Tamils who entered the State during the years specified, and shows a steady growth of the immigration of this useful element in the population, notwithstanding the withdrawal by the Colonial Government of the subsidy to the Negapatam steamers :—

Year.	Arrived.	Departed.
1891	3,214	2,969
1892	5,226	3,451
1893	7,029	4,607

I have been informed by one of the leading European planters that the difficulty experienced in procuring Tamil labour, not statute, is decreasing annually.

80. CHINESE IMMIGRATION AND EMIGRATION.—The most instructive returns are those of the Chinese coal depôt, made through the Chinese Secretary, Mr. H. C. Ridges, from which the conclusion cannot fail to be drawn that the Chinese population was largely augmented by immigration during the year. Registration tickets were issued to—

	1893.	1892.	Increase.
Sinkhehs*	12,811	5,942	6,869
Laukhehs†	10,192	9,963	229
Old residents	24,730	2,608	22,122
Total	47,733	18,513	29,220

The returns for 1891 gave sinkhehs, 4,022, and laukeyhs, 3,328.

81. The movement amongst the Chinese population is shown by the following figures :—

	Males.	Females.	Total.
Arrivals	45,942	3,169	49,111
Departures	23,335	2,014	25,349

As it has been explained in previous reports, these figures include the movements of the resident population, many of whom frequently pass backwards and forwards on visits of business or of pleasure to Malacca, Singapore, and Penang.

* Sinkhehs = New comers.

† Laukhehs = Labourers of a year's standing or upwards, but "new arrivals" in 1893.

SELANGOR.

82. EMIGRANT TICKETS.—It had been customary to compel all persons leaving the State, with the exception of Europeans and well-known residents, to take out what were termed emigrant tickets, for which a fee of 10 cents was charged.

First the fee and then the tickets were abolished during the year, to the very great convenience of travellers, to a loss of some \$3,000 or \$4,000 a year to the revenue, and without any appreciable effect in increasing the numbers of absconding criminals and defaulters.

VI.—DISTRICT ADMINISTRATION AND LAND REVENUE.

KUALA LUMPUR: Collector of Land Revenue and Registrar of Titles, Mr. L. P. EBDEN.

83. GENERAL.—The Kuala Lumpur Office is the principal land office in, and the sole registry of titles for, the State. It has been since March, 1891, under the charge of Mr. L. P. Ebdén, collector of land revenue, who has rendered valuable service in bringing the Department into order, and in smoothing over the difficulties inherent in the introduction of any new land system, such as that elaborated by the Land Code of 1891, which was brought in by Mr. W. E. Maxwell, when resident of the State. It was of advantage to the Government that Mr. E. W. Birch, who had become acquainted with the same, or a similar, system of land administration in Malacca, was called upon to act as resident during the greater portion of 1892, and was able to assist the officers entrusted with land duties with his experienced advice.

84. LAND REVENUE.—The land revenue of the district, including timber royalty but exclusive of mines, amounted to \$38,246; an increase of \$9,759 over the collections of the previous year.

The mining revenue of all the districts is separately referred to in paras. 135–137 *infra*.

PREMIA ON GRANTS, &c., \$12,060.—Fifty-two lots within the town limits of Kuala Lumpur were sold at auction and yielded \$3,007, while the quit-rent thereon will amount to \$166.50 per annum.

The majority of the lots contained an area of 8.8 poles, and for lots of this size the highest premium obtained was \$105 and the lowest \$25. One lot of five acres in extent was sold for \$500.

There is satisfactory evidence of the increase in the value of land, which is said to have been a drug in the market some two or three years ago, and this notwithstanding that “improvement” conditions are now inserted in the titles; that the Sanitary Board assessment has to be taken into account; and that the cost of labour and of building material has increased. There is, at the present time, great activity in house building in the town of Kuala Lumpur.

Three thousand three hundred and fifty-eight dollars were received for premium due on estate land conceded some years ago, with deferred payment, to a European planter, but a further sum of \$5,000, due during the year by the same person, was remitted. The balance of the premia, \$5,695, was on account of country lands either newly alienated or held on agreements for lease under the former Land Regulations.

LAND RENTS, including assessment on customary lands, contributed \$9,751, as compared with \$8,842 in the previous year—which, however, comprised a considerable amount of arrears, whereas the collection for the year under review is composed almost entirely of current dues.

CUSTOMARY LANDS.—The total assessment on lands held under customary tenure at the close of 1893 was \$3,455, as compared with \$2,508 in the previous year; the number of holdings was 1,449, an increase of 372, and the area 4,561.45 acres as compared with 3,345. Of this area 2,365 acres are returned as kampong-land (orchard and coffee plantations chiefly) and 1,169 as rice-land. The corresponding figures for 1892 were 1,733 and 1,057 acres, respectively. The average rate of assessment all through is \$1.32 an acre. Village lots under customary tenure are assessed at the uniform rate of \$1. The highest assessment on other lands is at the rate of \$1, the lowest at \$0.50 per acre. The rates are fixed up to June, 1899.

The arrears due on assessments at the end of the year amounted only to \$306 “and are almost entirely on account of lands for which customary title was taken at the beginning of settlement work, but which were abandoned shortly afterwards.”

These figures must be regarded as entirely satisfactory, and argue increased confidence in the new Land Code and good work on the part of the collector of land revenue and his staff.

TIMBER ROYALTY.—\$7,520 were received from this source, an increase of \$2,711, or 56 per cent. over the receipts of the previous year, to be attributed to increased demand for jungle produce and increased exertions on the part of the collector's staff.

85. OLD TITLES.—380 agreements were dealt with and cancelled during the year, and 639 were left outstanding, but will be taken in hand during the current year.

86. REGISTRATION OF TITLES.—By the close of the year 707 grants and 512 certificates of titles, total 1,219, had been registered, under Regulation IV. of 1891, for the whole State, as compared with a total of 574 on the 31st December, 1892. The number of leases under the former land law brought on to the new register of titles is 549.

More than 800 memorials of transactions in land are now recorded in the Registry of Titles, the total number at the close of 1892 being 183 only.

87. NEW TOWN SITE.—The mining village of Sungei Besi, in the Kuala Lumpur District, having been destroyed by fire early in the year, I directed a small town site to be laid out, with proper reserves. Nearly 100 town lots were sold, a condition of the grants being that houses of a certain value should be built and that atap should not be used in their construction. The railway is being extended to this township.

Chinese Secretariat.

88. The department has now been relieved of its connexion with the Mines Department, and the Secretary (Mr. H. C. Ridges) is thus enabled to give his undivided attention to his proper duties. The most important work that fell to him was the introduction of the new regulation for the protection of women and girls (a copy of the Colony's law) and the control of public women, which formerly had been entrusted to the police. It was impossible to enforce the regulation strictly in all its details at once, as time must be allowed the owners of the brothels to erect houses in accordance with the stringent conditions laid down by the law. The Chinese Secretary supervises the work of the Cooly Depôt, the objects of which were described in the Resident's annual report for 1890, paragraph 107 *et seq.* The work done by the Depôt is referred to *supra* under "Chinese Immigration." Mr. Ridges writes "I have frequently sought the help of Mr. Yap Kwan Seng, the Captain China, and I cannot close this report without an acknowledgment of the indebtedness in which I have stood to him and of the value of his assistance at all times," and this tribute to the value of the Captain China's services I readily endorse. The work satisfactorily performed by the Captain China, who is a member of the State Council, by the Chinese Secretary, and by the Cooly Depôt, is that of a Chinese Protectorate, and I deprecate any alteration in the system, at any rate during the tenure of office by the present Captain China.

Savings Bank.

89. This institution, under charge of the Treasurer, Kuala Lumpur, was opened on the 15th May, 1893, and the results are not discouraging. During the 7½ months 188 accounts were opened, of which 29 have since been closed; the amount paid in by the end of the year was \$10,879; \$2,172 were withdrawn.

KLANG.—District Officer, Mr. J. R. O. Aldworth.

90. DISTRICT REVENUE.—The receipts were \$6,848 less than those of the previous year, but \$2,995 in excess of the amount that had been estimated for, being \$69,388. The decrease is almost entirely due to the falling off in the amounts for which the revenue farms were re-let for a term of three years, commencing with 1893.

91. DISTRICT EXPENDITURE.—\$128,806, a saving on the estimates of \$10,571.

92. LAND REVENUE.—Estimated \$8,808, actual \$11,388, and in excess of the receipts of the previous year by \$2,607.

PREMIA ON GRANTS, &c.—\$898, as compared with \$212 in 1892. No land sales took place, and the revenue collected was on the substitution of titles under the Land Code for leases and agreements under the old law.

LAND RENTS produced \$4,422, an increase of \$140 over the receipts of the previous year.

The arrears carried forward to the current year amount to \$187, while arrears brought forward from 1892 came to \$122. The arrears are mostly due by absentee landholders.

SELANGOR. The area held under customary tenure at the close of the year was 3,498 acres, and the assessment or rent amounted to \$2,434. At the close of 1892, 2,686 acres were held under this form of tenure.

The rates of assessment are, for Klang and Bukit Raja Mukims, for 1st, 2nd and 3rd class land, respectively, \$1.25, \$0.75 and \$0.50; and for Kapar and Damansara Mukims, \$1.00, \$0.50 and \$0.35.

The Malays had 150 acres of land under rice, 1,985 under coffee, and 437 under cocoanuts.

Coffee-growing by natives is a feature of this district, has attracted the attention of European planters, and will be referred to under "Agriculture."

TIMBER ROYALTY.—Inclusive of the royalty on firewood, \$4,744 were collected against \$3,428 in the previous year.

93. **OLD TITLES.**—Forty grants and 19 certificates of titles were substituted for titles under the former law in the case of building lots, while nearly 4,000 acres of agricultural land held under the old form of agreement were surveyed, the titles for which will be issued during the current year.

It is estimated that old titles for 89 lots within town limits, and 33 outside those limits, have still to be dealt with.

94. **SHIPPING AND TRADE.**—Klang is the chief port of the State. Trade and shipping are treated of under Section XII., and I need make few remarks upon the subject here. The value of the imports and exports amounted to over \$18,000,000, being 4,000,000 in excess of the value for 1892.

The total tonnage in and out was 333,940 tons. Steamers numbered 1,571, in and out, with a tonnage of 329,778, being an excess of 7,778 tons over the tonnage of 1892.

95. **GENERAL.**—I regret to have to record the death of district officer J. A. G. Campbell, on the 17th June, 1893. This officer had done good and varied service to the State during nearly 10 years, and, there being, unfortunately, no widows' and orphans' fund, his services were recognised by a grant to his family.

KUALA LANGAT.—Senior District Officer, Mr. C. H. A. TURNER.

96. **DISTRICT REVENUE.**—The receipts amounted to \$21,207, being \$2,625 below the figures for 1892 and \$1,885 in excess of the amount that had been estimated.

The decrease, as compared with the previous year, is due to the opium farm having been let for a lower sum, and to the tin from the district of Ulu Langat going out by Kuala Lumpur and Klang, instead of down river to Kuala Langat.

97. **THE DISTRICT EXPENDITURE** was \$77,805.

98. **LAND REVENUE.**—This source shows a decrease of \$249 on the collections of 1892 and amounted to \$4,803.

LAND RENTS produced \$2,479, as compared with \$2,486 in the previous year, which, however, included a considerable amount of arrears.

The assessment on land held on customary tenure is \$1,468. The rates are, for 1st, 2nd, and 3rd class land, 80, 50, and 20 cents, respectively.

There is one large concession to a Chinese Towkay, at Sepang, for gambier and pepper, the quit rent on which is \$1,011. These two items make up the total of \$2,479 land rent collected, while the total acreage of all is 12,310.

No rice-land is included in this acreage, such land, to the extent of about 600 acres, being held under temporary annual passes, as in the Kuala Selangor District.

Mr. Turner reports:—"The demand for land is slowly increasing and its value improving, and this is borne out by the applications for new plots of land, and sales of property already held under customary tenure, which, only a short time ago considered valueless and neglected, were transferred at good prices."

TIMBER ROYALTY produced \$1,282, as compared with \$944 in the preceding year.

99. **TOWNSHIPS.**—Sepang was laid out as a township in 1892, and is referred to in the last Annual Report, paragraph 37. An assistant district officer was appointed to be in charge of the sub-district, first Mr. Robson, then Mr. Skeat, the latter of whom has furnished an interesting report on the year's work.

There has been some little friction with the Towkay, on whose concession the original village had sprung up, but this will disappear, and, when opened up by roads now in contemplation, the sub-district, which appears to be popular with Javanese settlers, should have a good future before it. Grants for 53 allotments in the new town were completed.

100. **TRADE AND SHIPPING.**—The total value of imports and exports is given as \$298,664, as compared with \$292,022 for 1892. There was a slight falling off in imports, owing to supplies for the Ulu Langat District going forward from Klang by rail. SELANGOR.

The tonnage of shipping and native craft, in and out, is put at 16,479 tons.

ULU LANGAT.—District Officer, Mr. F. E. LAWDER.

101. **DISTRICT REVENUE.**—\$29,306 were received in this district, an increase of \$5,671 over the amount estimated, but a decrease on the collections of the previous year of \$12,805. The decrease is solely caused by the farms having been re-let for rents below that formerly received, and, indeed, below their proper value.

102. **THE DISTRICT EXPENDITURE** amounted to \$78,235.

103. **LAND REVENUE.**—The collections amounted to \$6,980, as compared with \$5,893 collected during the preceding year. It will be borne in mind that the land revenue is exclusive of that derived from mines, which, if included, would give a total of \$11,149, an increase of \$3,785 over the collections of 1892.

PREMIA ON GRANTS, &c., yielded \$1,358. Twenty-six town lots in the Ulu Langat village were disposed of for \$1,153, and 14 at Semenyih for \$205.

LAND RENTS brought in \$2,388, a decrease of \$1,495 on the receipts during 1892, which is explained by the fact that in the latter year's collections a large amount of arrears was included.

For rice, some 1,500 acres have been alienated, and for gardens 1,085 acres.

The area under customary tenure is returned as 2,753 acres, and the assessment as \$5,299; but the register will be revised during the current year, as a considerable number of old abandoned allotments have to be eliminated. For 1st, 2nd, and 3rd class land the rates of assessment are, respectively, \$1, 75 cents, and 50 cents.

TIMBER ROYALTY contributed \$1,750, as compared with \$1,233 in the preceding year.

104. **OLD TITLES.**—Owing to the absence of a surveyor, little work was done in bringing old titles on to the Register of Titles. A surveyor has now been sent to reside in the district and complete the work.

105. **GENERAL.**—This district is rapidly developing, both as regards mining and agriculture. It is under the sole charge of Mr. Lawder, who should now be provided with the services of an assistant district officer.

KUALU SELANGOR.—District Officer, Mr. G. BELLAMY.

106. **DISTRICT REVENUE.**—The revenue of the year amounted to \$78,058, a slight increase over the amount collected in the previous year. The receipts would have been larger, but for the heavy rainfall at the end of the year, referred to several times in the course of this report, which flooded the river and checked the exportation of the tin, which, produced in the Ulu Selangor districts, pays its customs duty to the Kuala Treasury.

107. **THE DISTRICT EXPENDITURE** reached \$98,539.

108. **LAND REVENUE.**—The receipts under this head were \$6,414, an improvement of \$1,433 on the collections of 1892.

PREMIA ON GRANTS, &c., \$213, as compared with \$150. Two lots were sold in the township of Kuala Selangor and realised \$46. The balance is due to receipts on substitution of titles under the Land Code.

LAND RENTS amounted to \$4,105, as compared with \$3,350 in the previous year. Very few arrears were carried forward.

The total area under customary tenure was 4,776 acres, and the assessment thereon amounted to \$3,000. At the close of 1892 the area under this form of tenure was 4,081 acres.

The rates of assessment vary in different mukims, being for 1st, 2nd, and 3rd class land, respectively, \$1.00, \$0.75, \$0.50; \$0.80, \$0.70, \$0.50; \$0.80, \$0.50, \$0.30; \$0.75, \$0.50, \$0.30; and \$0.50, \$0.40, \$0.30.

Of the acreage above-mentioned, none is under rice cultivation, the whole being kampong or garden land. A large area is planted with coconuts, which were exported, in the shape of copra, to a value of \$12,000 in excess of the export of the previous year.

For an unexplained reason, all the rice-land, which in 1893 was computed at 1,381 acres, is held under temporary annual licenses. There has been a great revival of padi planting in this district, which the Government is doing what it can to

SELANGOR. stimulate, and steps will be taken during the current year to bring the rice-land under customary tenure.

It is satisfactory to note that a Chinese settler took up 100 acres of land with the object of opening a Liberian coffee estate.

TIMBER ROYALTY, including \$1,000 received from the Atap farmer, amounted to \$1,882, against \$1,100 in the preceding year.

109. OLD TITLES.—Four grants were substituted for old titles.

110. TOWNSHIPS.—The town of Kuala Selangor was greatly improved by being bunded and raised above flood level. Two town lots were sold by auction, and several applications for building lots have been received. The Chinese also erected a new Joss-house, and show no tendency to share a fear that has been expressed that the opening of the Ulu Selangor Railway would, by transferring the tin transport trade to Kuala Lumpur and Klang, cause the downfall of the Port.

The work on the "Coast Road," referred to in the proper place, has done much for the district, while good results should accrue from the road under construction to connect this district with that of Ulu Selangor.

111. FISHERIES.—The rules framed in 1892 have borne good fruit, as shown by the following figures:—

Receipts from registration of fishing stakes and nets	1891	-	\$ 5,500
	1892	-	6,285
	1893	-	8,062

112. TRADE AND SHIPPING.—The total value of imports and exports was \$916,871; the figures for 1892 were \$946,540. The falling off occurs amongst the imports only and is principally in articles such as opium, rice and specie, which now find their way to Ulu Selangor, by rail, from Klang.

The tonnage, in and out, was for 1893, 43,985 tons, and 34,671 tons for 1892.

ULU SELANGOR.—District Officer, Mr. D. G. CAMPBELL.

113. DISTRICT REVENUE.—The revenue collected exceeded that of any previous year and amounted to \$156,671, being \$20,996 in excess of the amount estimated.

114. DISTRICT EXPENDITURE.—The district officer has made no reference to expenditure in his report for the year, but the auditor gives the figures as \$170,121.

115. LAND REVENUE.—The total collections on this account, including timber royalty (\$7,351), came to \$13,081, as compared with \$9,439 in the previous year.

PREMIA ON GRANTS, &c., \$2,204.—At Serendah, 10 town lots were sold and realised \$1,575, or an average of \$157 a lot, which is a satisfactory rate, seeing that a few years ago these lots would probably have fetched \$10 a-piece. Two lots were sold at Rawang for \$50. The balance of receipts was made up of premia paid by agreement holders on receiving titles under the new Code.

LAND RENTS yielded \$2,932, as compared with \$2,339 in 1892. The arrears carried forward to the following year were \$104.55, as compared with \$151.99 brought forward from 1892. The area under customary tenure was acres 2,784, and the assessment amounted to \$1,673. At the close of 1892, 1,828 acres were held under customary tenure.

The prevailing rates of assessment are:—1st class, 80 cents.; 2nd, 60; and 3rd, 40 cents.

The register shows 783 acres alienated for rice cultivation, and 2,000 for gardens.

The fruit crop was below the average, but the rice cultivators had a prosperous year.

A good deal of land was applied for, but the demarcation staff is too weak to keep pace with new work.

TIMBER ROYALTY.—\$7,351 were collected, as against \$2,893 in the previous year. The excess is to be ascribed to the demand for sleepers for the Ulu Selangor Railway Extension, to a higher rate of fees for licenses, and to more careful collection.

116. OLD TITLES.—In 130 cases, new titles under the Land Code were substituted for titles under the former law. The chief surveyor is at present taking the district in hand systematically, and settlement work, as regards old titles, should be completed during the current year.

117. TOWNSHIPS.—Three fires in different parts of the town, during the year, resulted in all the old atap buildings in Serendah being burnt down, with the satisfactory result that brick is taking the place of inflammable materials in the construction of houses and shops. Serendah is a mining township and the largest town in the district.

The demand for building land at Rawang has ceased and will probably not revive, but it is possible that a new township may spring up, hard by, at Bandar Bharu. SELANGOR.

Comparative Revenue.

118. The Collector of Land Revenue has furnished me with an interesting comparative return of land and mines revenue of the State for the years 1889 to 1893, inclusive, of which the summary is as follows:—

District Revenue, Lands and Mines.	1889.	1890.	1891.	1892.	1893.
	\$ c.	\$ c.	\$ c.	\$ c.	\$ c.
Kuala Lumpur	26,102 86	18,035 06	19,624 23	49,031 56	64,330 57
Klang	6,048 68	5,230 59	7,771 23	6,353 42	11,775 48
Kuala Langat	2,016 86	2,149 28	2,947 53	3,873 71	5,612 47
Kuala Selangor	1,941 07	1,844 95	3,148 46	5,067 52	6,570 48
Ulu Langat	4,064 95	3,523 14	4,027 25	7,363 30	11,320 63
Ulu Selangor	3,196 69	4,039 20	7,180 32	19,220 08	17,600 70
Total for the State	43,371 11	34,822 22	44,699 02	90,909 59	117,210 33

These figures speak for themselves, and I need only draw attention to the fact that the receipts of the past year were nearly treble those of three years ago, that the revenue of Kuala Lumpur for 1893 exceeded that of the whole State for any year previous to 1892, and that the Land Code came into operation during the latter part of the year 1891.

Surveys.

119. GENERAL.—There is one Survey and Drafting Department, by which all surveys, drafting, and trigonometrical work is performed for the whole State. The department was under the control of the Chief Surveyor, Mr. John Wellford.

From this general statement must be excepted the Railway Department, which executes its own surveys for extensions, while the head of the Mines Department, being a competent surveyor, also performs surveys of mining allotments in the Kuala Lumpur district. The State Engineer carries out his own surveys for new roads and other works. Demarcation, more especially for lands held under customary tenure, in respect of which survey is dispensed with, and for such mining allotments as are held under licenses and not under leases, is carried out by native subordinates under the direction of the collector of land revenue and the superintendent of mines in the Kuala Lumpur district, and of the district officers elsewhere.

120. FINANCE.—The cost of the Survey Department was \$42,130.50. Reimbursements are taken to credit by the different land offices.

The chief surveyor reports that a very large amount of work has been done for which no fees are recoverable, but that in the case of the measurements of large agricultural areas and of subdivision of new townships the fees recoverable in many cases pay well for the cost of survey.

121. SURVEY WORK.—The survey of all lands within the town limits of Kuala Lumpur was completed, so far as settlement allowed, and a map, on a scale of four chains to an inch, was drawn for office use. This map will be re-drawn for photolithography.

Of lands held under permit, 3,386 acres in the Setapak Mukim of Kuala Lumpur and 1,500 acres in the Batu Mukim, and several small holdings held under agreement, were surveyed. In the Klang District the survey of nine portions, containing an aggregate of 4,132 acres, was completed.

There accompany Mr. Wellford's report returns showing the services carried out by six of the surveyors, on every day throughout the year. The chief surveyor is satisfied with the amount of work performed, and especially so with that of Surveyor King.

122. TRIGONOMETRICAL AND GENERAL SURVEY WORK.—There is no separate staff for trigonometrical work, which is quietly pushed on as opportunity offers, the most important work in this direction now in hand being the traverse and marking of the main roads and the railway.

The total mileage of roads and railway traversed during the year was 81 miles. The measurement of all angles at trigonometrical stations in the Kuala Lumpur district

SELANGOR. was completed and an area of 100,000 acres is now covered by the work. All road surveys within this district have also been connected with the triangulation. There are 11 trigonometrical stations in the State.

123. MAPS.—I have mentioned *supra* the completion of an office map of Kuala Lumpur town.

A skeleton map of the Kuala Lumpur district was nearly completed, which will enable every survey made to be connected and all work in this district to be kept on the true meridian.

A map of the State is being prepared in the drafting-room “on sheets of a uniform size, on a scale of 40 chains to one inch, each sheet containing an area of 576 square miles. Each of these sheets are again divided into squares containing an area of 16 square miles. A map of each of these squares is being drawn on a scale of 10 chains to an inch, showing all surveyed agricultural land and all mining lands, but not showing the rougher demarcation work of customary lands, for which no charge is made. There will be 12 sheets of the 40 chains to one-inch map, and 234 sheets of the 10-chain map for the whole State.”

This is very useful and necessary work, the date of the most recent map of the State being March, 1884, and the information it contains, owing to the absence of any trigonometrical survey at that time, is necessarily inaccurate. The old map, however, has been of good service.

It is to be regretted that the means at the disposal of the collector of land revenue and district officers do not admit of their demarcation of customary lands being of such quality as to permit of such lands being shown in the proposed map.

124. SPECIAL.—Under “Railways”—“Future Extensions”—I have referred to the work in connexion with the survey of the port at Tanjong Kubu, which Captain F. M. Field, R.N., of H.M.S. *Egeria*, was so good as to carry out for this Government.

The entrance to the proposed port was examined under the superintendence of the chief surveyor by Messrs. Hemmy and King.

Captain Field, in connexion with his recent survey of the Straits of Malacca, fixed the position of several points on the Selangor coast, and has courteously furnished the chief surveyor with the finally accepted results of his observations.

Agriculture.

125. COFFEE.—The feature of the year in agriculture has been the spread amongst the Malays throughout the State—chiefly foreigners, Javanese, and natives of Sumatra—of the cultivation of Liberian coffee, which may be ascribed to the high prices of late ruling for this product and to the ease with which this profitable culture can be carried on as compared with the laborious operations, followed by smaller profits, involved in the cultivation of rice.

In the Klang district, the native coffee has attracted the special attention of European planters, and has settled in the affirmative the question of the suitability and even the superiority of low, rather swampy, land for the Liberian variety. In this district, in several instances, natives have cut down their areca-nut trees with the object of planting up with coffee.

Europeans are now making arrangements to buy up native coffee and cure it locally for the market, and this will have the effect of giving an additional stimulus to this branch of agriculture in the State.

There have been several applications by European planters for land at Klang, but until the Government decides on a general scheme of drainage, the cost of which would fall directly or indirectly on the estate owners, the opening up of the district by Europeans will continue, as it now is, to be retarded.

Few, I think, will dispute the desirability, in a country the prosperity of which is, at present, almost entirely due to the working of alluvial tin deposits, of giving every possible encouragement to agriculture, the soundest basis of permanent prosperity and of a contented population in all countries, both among the native and foreign sections of the community. That all our eggs should not be put in one basket, and that one should possess two strings to one's bow, are accepted dicta.

With simple rules, fair terms, and prompt dealings with applications, coupled with a climate especially favourable to the tropical planter, there is no reason why Selangor should not, on a smaller scale, emulate the agricultural success of Ceylon. Prompt dealing, in a wisely liberal spirit, with applications for land is an essential condition. There is only one planting season, this may be lost while an application is “under

consideration," and with the season may be lost to the State a good planter and permanent settler. SELANGOR.

By the end of the year, there were 19 estates, confined to the districts of Kuala Lumpur and Klang, owned by Europeans and devoted wholly or partly to coffee, aggregating 12,296 acres, of which 2,153 acres were planted or being planted with Liberian coffee.

A "Selangor Planters' Association" has, I am glad to say, been established, and is the first association of the kind in the Native States; it numbers some 16 members, Europeans. I have no doubt that the association will prove of use and benefit to Government and planters alike.

In the Kuala Selangor district, one Chinaman is opening 100 acres, and another 30 acres, with Liberian coffee.

In Ulu Selangor and Ulu Langat, foreign Malays are interesting themselves in this cultivation to a considerable extent.

In the Kuala Lumpur district, over 500 acres of land held under customary tenure by Malays are planted or being planted with this product.

Coffee was exported from the State to the extent of 1,908 pikuls, valued at \$61,302, as compared with 1,125 pikuls or \$25,572 in the previous year.

126. PEPPER.—At the time when the price of pepper, owing to the troubles in Achin, advanced to high rates, some Europeans engaged in the cultivation of this vine. Prices have of late been very low; there may be better prospects in view, but it is, perhaps, doubtful whether this cultivation is not better left to the Chinese and natives. There is a large pepper and gambier plantation, owned by a Chinese towkay, at Sepang.

The export of pepper in 1893 is returned at 8,158 pikuls, valued at \$74,971, as compared with 5,746 pikuls, valued at 57,134 in 1892.

127. COPRA.—Good prices have stimulated the business in this product, but I do not notice any large extension of cocoanut planting, coffee now engaging the native mind. There are no plantations in the hands of Europeans, but I consider that it would repay them to turn attention to this cultivation. The plantations are mainly the property of Malays, the manufacture of and the export trade in copra are given up to the more industrious Chinaman.

The value of copra exported during the year was \$20,986, as compared with \$9,578.

128. RICE.—The areas under padi have been already referred to under the districts. Every encouragement is given to the Malays to persevere in this important culture, and I instructed the district officers to point out to the headmen the probability of high prices being obtainable for rice owing to the fall in exchange; but, as already remarked, the cultivation of coffee is gaining ground in popular estimation as compared with that of padi. Nevertheless, the area under padi, especially in the Kuala Selangor district, is increasing in a not unsatisfactory manner. Foreign Malays are the chief cultivators, and there is a steady, though not a very large, stream of immigration of these people year by year. So long as the raising of rice is left to Malays, I shall not expect any very considerable increase in the quantity of rice available for home consumption. The value of this staple foodstuff imported during the year was \$1,781,157. In 1892 the value was returned at \$1,504,168, and in 1891 at \$1,148,542.

The Malays are unenterprising, and I notice that a short time ago H.H. the Sultan of Johore took an opportunity of warning some of his subjects of the danger of their being pushed altogether aside in the struggle for existence by more enterprising and energetic peoples.

Native Headmen.

129. The services rendered to the State by Mr. Yap Kwan Seng, Captain China, are acknowledged in paragraph 88.

The reports from the districts as to the performance of their duties by the Penghulus and other native functionaries are on the whole satisfactory.

I would wish to impress upon district officers that it is an important part of their duties to encourage the native headmen, to put work in their way, and to assist in training them to take part in the administration of affairs. I should like to see a much larger number of Malays filling Government posts in the railway, posts and telegraphs, public works, and other departments which are now occupied by foreigners from Ceylon, India, China, and elsewhere, and as the system of Government education advances, this object, if kept in view, should be attained.

130. The production of tin and tin-ore in 1892 exceeded the returns of any previous year by 13,000 pikuls, and the export in 1893 exceeded that of 1892 by 73,596 pikuls, the actual amount exported being 281,760 pikuls, valued at \$8,748,885, on which duty was collected to the amount of \$1,081,843, against an estimate of \$750,000, being an excess of \$331,843.

131. The following return, showing the quantity and value of tin and tin-ore exported from the three chief protected Malay States in 1893, is of interest :—

State.	Weight.		Approximate Value.		Duty Collected.
	Tin.	Tin Ore.	Tin.	Tin Ore.	
	Pkl.	Pkl.	\$	\$	\$
Perak	244,151	112,111	9,186,987	2,740,468	1,345,261
Selangor	190,506	91,254	7,008,049	1,740,836	1,081,843
Sungei Ujong and Jelebu	30,091	28,727	1,099,938	671,752	166,407
Grand Total	464,748	232,092	17,294,974	5,153,056	2,593,511
	Pkl. 696,840		\$22,448,030		

The total combined weight of tin and tin-ore is 696,840 pikuls, or 44,370 tons, the approximate value \$22,448,030, at exchange 2s. to the dollar, equal to 2,244,803*l.*, and the duty collected by the three Governments was \$2,593,511, (259,351*l.*) The figures are obtained from the official returns published in the "Government Gazette" of each State, and I do not guarantee the absolute correctness of the approximate values.

The area of Perak is roughly put at 10,000 square miles, of Selangor at 3,000, and of Sungei Ujong and Jelebu at 1,660, total area of the three States 14,660 square miles. It will be noticed that the area of Selangor is less than one-third, and its export of tin and tin-ore is about four-fifths in weight, of that of Perak.

I should, however, add that the areas given are merely approximate, and are taken from the "Perak Handbook," the "States Directory," and the Census Reports of 1891. It would perhaps be fairer in this instance to take the area of Perak as 8,000 square miles, as the administration has not been extended to the northern portion of the State, towards Reman and Legai. Moreover, I see from the Selangor Administration Report for 1889 that "the area of the State has been estimated to be from 3,000 to 5,000 square miles."*

132. The average of the quotations for tin during the year was \$37.73 a pikul at Singapore rates, and \$36.73 at local rates. The average value of tin in 1892 was \$37.78 a pikul at Singapore rates, and \$36.78 at local rates. It will be noticed that the great fall in exchange did not have the effect of raising the average dollar value of tin.

The Government charged a duty of \$12.50 a bhara of three pikuls up to 18th September, after which it was raised to \$13. In 1892 the rate was \$11.50 up to the 31st March, from which date it was raised to \$12.50.

133. The proportion of ore exported to metal was about 48 per cent. as compared with about 40 per cent. in 1892, when 81,862 pikuls of ore were exported against 91,254 in 1893.

The ore business is practically in the hands of the Straits Trading Company, who, by providing financial facilities to miners, by increasing the percentage of tin smelted from the ore, and by lessening the consumption of charcoal, and the consequent destruction of forests are, while securing handsome profits for themselves, at the same time benefiting the State. The special facilities accorded to them by Government expire in September of the present year. The company recently made a proposition to establish a smelting factory here, using coal, but as this Government was not able to afford them any special facilities, they have determined to erect their factory elsewhere—in Penang, I believe.

Selangor and its port, Klang, are centrally situated as regards other Native States, Penang and Singapore, and it is possible that, had the proposed scheme been carried into effect, a considerable amount of ore from other States would have been smelted in Selangor, to the benefit of its trade and industries.

* The chief surveyor informs me that the nearest estimate he can make at present is 3,500 square miles.

134. I propose, should His Excellency the Governor sanction it, to introduce the legislation adopted by Sir Hugh Low in Perak, and also in force in Dutch Colonies, whereby open furnaces for smelting, which necessitate the use of charcoal made from hard and useful forest trees, are not permitted, and at the same time to prohibit the use of certain kinds of trees for charcoal burning.

135. Kuala Lumpur retains its pre-eminence as the principal mining district of the State, but it is to be regretted that the practice obtaining in Perak of keeping an account of the quantity of tin produced in each district does not obtain here.

Settlement work in the district was pushed on and almost completed, disputed claims settled, rent-rolls established for the different Mukims, and leases and licenses issued. The area under licenses at the end of 1893 was 6,635 acres, and under leases 4,587 acres.

The revenue collected by the Mines Department, Kuala Lumpur, was \$25,269 against an estimate of \$20,175, and was composed chiefly of premia on leases, \$11,015; surface rents at \$1 an acre per annum, \$2,148; mining licenses, \$6,791. Only in special cases is premium demanded on mining leases. In 1893, 22 acres realised premia amounting to \$3,275, or at the rate of about \$150 an acre. The cost of the department (including the Chinese Secretariat) was \$17,130. The Chinese Secretariat and the mines have since been organised as separate departments.

136. The next most important mining district is that of Ulu Selangor. The mining revenue (premia, rent, licenses, &c.) amounted to \$4,158, only one block of land having been leased on premium (\$100). It has to be remembered also that no rent is charged on the 1,058 acres held by the Rawang Company. The area held under leases or concession amounted to 2,191 acres, and under licenses to 2,826 acres.

137. Ulu Langat made a great stride in mining enterprise during the year, and has good prospects. The mining revenue was \$4,169; acreage held under licenses, 4,158; leases have not yet been issued.

138. These three districts comprise the whole of the mining land in the State at present being worked, and the total acreage held under leases and licenses was about 20,397 acres, viz. :—

Kuala Lumpur	11,222 acres.
Ulu Selangor	5,017 „
Ulu Langat	4,158 „
Total	20,397 „

VII.—LEGISLATION.

139. Twenty-one regulations were passed by the Council, the preparation of the drafts being entrusted to the Chief Magistrate (Mr. A. T. D. Berrington), whose careful work calls for acknowledgment. One, No. XVII., was not confirmed.

Short Titles of Laws passed in 1893.

- I.—Conservancy Regulation, 1890, Amendment.
- II.—Steam Boilers (Ashore) Inspection.
- III.—Quarantine and Prevention of Disease.
- IV.—Public Servants (Liabilities).
- V.—Penalties for Non-payment of Fines.
- VI.—Excise Law, 1888, Amendment.
- VII.—Savings Bank.
- VIII.—Limitation of Suits.
- IX.—Prisons.
- X.—Balau Valley Administration.
- XI.—Courts.
- XII.—Women and Girls' Protection.
- XIII.—Weights and Measures.
- XIV.—Land Acquisition.
- XV.—Rates and Taxes (Extension).
- XVI.—Police Force.
- XVIII.—Education Rate.
- XIX.—Prohibition of Lotteries.
- XX.—Tires of Wheels (Minimum Width).
- XXI.—Rates and Taxes (Amendment).

SELANGOR.

Regulations regarding Chinese secret societies, the control of charcoal burning, and for consolidating and amending the law relating to sanitary boards were drafted, and will in due course come before Council.

140. Regulation No. VII. establishes a Government savings bank for the first time, the progress of which is referred to elsewhere. The Courts Regulation, No. XI., defines the powers of courts, and of the different classes of magistrates, and the law to be administered. It is an improved version of the Order in Council which I prepared for Perak when secretary to the Government. By Regulation No. XIII., the weights and measures of the Straits Settlements were introduced into this State, and similar action having been taken in the other protected States, uniformity in this important matter has at last been secured.

VIII.—PRINTING.

141. The Government Printing Department has more than justified its creation in 1890, and is an efficient department, well supervised by Mr. Russell. The expenditure during 1893 came to \$15,404, and the revenue earned from sale of publications, advertisements, work done for railway, printing for the neighbouring State of Sungei Ujong, and private work, chiefly for the various clubs, was \$4,251.

During the year, the Government notifications of Sungei Ujong have been printed and issued as a supplement to the "Government Gazette," and the printing work of that State is performed by this department, Sungei Ujong defraying the cost of the salary of the assistant printer appointed during the year.

Half-a-dozen convicts are employed by the press, but will be withdrawn as soon as the new gaol is completed and extra-mural work by convicts is discontinued, and it will then be advisable to supply the Government printer with an oil engine for driving the machinery.

IX.—ADMINISTRATION OF JUSTICE.

142. The Chief Magistrate again reports a considerable increase in court work.

CRIMINAL SIDE.—Exact comparison with the number of criminal charges dealt with in the previous year is not possible, a new system having been followed, whereby each case, in which several accused persons may have appeared, is represented by one number only, instead of by the total number of persons charged. For Kuala Lumpur District, however, where the principal work lies, both systems have been maintained, and the figures for comparison are, 1892, 3,167 cases; 1893, 3,517 cases.

CIVIL SIDE.—There were 3,584 suits heard, as compared with 3,137 in the previous year. The receipts were \$34,346 as against \$25,093 in 1892.

APPEALS.—Two from the Chief Magistrate's Court to the Resident's, but both were withdrawn before judgment. The appeals from the lower Courts to the Chief Magistrate's Court were 26; double the number for 1892.

CONSTITUTION OF COURTS.—The legislation on this subject is referred to in Section VII., and is thus summarised by Mr. Berrington:—"The chief event of the year from the Courts point of view was the passing of the Courts Regulation, which put on a properly defined footing several matters which had previously been in need of regulation; magistrates are now classified as first, second, and third class magistrates, and their powers defined; appeals have been regulated; charges of murder have been made triable by either the Resident's or Chief Magistrate's Court—in both cases sitting with native assessors—and certain enactments in force in the Colony, and in India, have been formally adopted as guides to the Courts in matters of procedure and practice, so far as our circumstances admit of their application."

PROCEDURE.—The procedure is becoming stricter, but due allowance is made for *bonâ fide* ignorance.

CONVICTIONS.—There were no persons convicted of murder, nor were any persons sentenced to terms of over five year's imprisonment.

NATIONALITIES.—Of the persons who appeared in the Kuala Lumpur Criminal Courts 2,850 were Chinese, 349 Tamils, while only 114 were Malays. All other nationalities were represented by less than 100 persons each, including Europeans, who numbered 10.

143. In accordance with instructions received from the Governor, British subjects were, in a few cases, sent to Singapore for trial, but there were no convictions. In one case, in connection with a railway collision, a number of Government officers were

subpœnaed as witnesses, and their absence in Singapore necessarily caused considerable inconvenience in a State the departments of which are not over-manned.

144. CORONER'S INQUESTS.—For the district of Kuala Lumpur, the Captain-Superintendent of Police was the coroner until April, when I requested the assistant magistrate (Mr. W. C. Kemp) to undertake the duties of the office. In the other districts, the district officers act as coroners.

The returns for the whole State, prepared by the Assistant Magistrate, Kuala Lumpur, show that inquiries were held in 62 cases, of which number 41 occurred in the Kuala Lumpur District.

X.—POLICE.

145. STRENGTH AND DISTRIBUTION.—Captain-Superintendent Syers proceeded on leave on the 22nd August, handing over the command of the force to Captain F. Lyons, late 80th regiment, who has held acting police appointments in the Colony and in Perak. Captain Lyons has since been appointed assistant superintendent in the Straits Settlements Police Force, and his services have been lent to the State during Captain-Superintendent Syers's absence on leave.

OFFICERS.—Captain-Superintendent, one assistant superintendent, one senior inspector, and one inspector, all stationed at Kuala Lumpur by the end of the year.

SIKH CONTINGENT.—One sergeant-major, 6 sergeants, 5 corporals, 11 lance-corporals, 167 constables, 5 buglers. Total 195.

This contingent furnished a detachment of one corporal and six men at Rawang, and one of the same strength at Serendah. The main body is stationed at Kuala Lumpur, and is employed solely in guards, escorts, and, to a small extent, in charge of convicts performing extra-mural work.

Their numbers have been barely sufficient for the duties required of them, and the detachment at Serendah should be strengthened.

MALAY CONTINGENT.—Two sergeant-majors, 20 sergeants, 32 corporals, 17 lance-corporals, 397 constables, and 12 detectives; no buglers. Total 480.

Upon the men of this contingent devolve the ordinary police duties, and they are distributed throughout the State as their services are required.

The total strength of the force—officers, non-commissioned officers and men—was 679.

146. CONDUCT AND DISCIPLINE—SIKH CONTINGENT.—This contingent is composed of Sikhs and Pathans in almost equal numbers. There is considerable jealousy between the two nationalities, and Captain Lyons would prefer a force recruited entirely from one or the other nationality.

He reports that the discipline is not as good as it should be. The non-commissioned officers need more supervision, and the appointment of a native officer is recommended.

A great want for the men is amusement of some sort. Captain Lyons recommends a gymnasium—an excellent suggestion.

It is a curious omission that a Munshi has never been appointed to the contingent to enable the men to acquire a knowledge of the language of the country in which they are serving, and in the Courts of which they may have to give evidence. The Perak system of bonus for passing in Malay might well be adopted.

MALAY CONTINGENT.—Captain Lyons reports that the ordinary police duties were performed fairly satisfactorily. There was not any great number of offences against discipline, but the "usual offences of the Malay constable have not been wanting, viz., "asleep and sitting down when on duty, and slackness on street duty. However, there "are many good men amongst them, both non-commissioned officers and men, who go "a long way towards saving the reputation of the Malay policeman." The contingent is largely composed of Malacca Malays.

147. ARMS AND ACCOUTREMENTS.—The force is armed throughout with Snider rifles, for which Martini-Henrys should now be substituted—rifles for Sikhs, carbines for the Malays, as in the Perak Force. It is very desirable that the armed police forces of all the Protected Native States should be provided with the same description of weapon, and, in the case of the Sikh Contingents at least, be drilled on the same system, seeing that they may be called upon to act together, as in Pahang during 1892.

Pay, pension, and promotion should be on the same general basis throughout. To put all the forces under one commanding officer is, I think, premature, and would tend to increase of work and of staff and of cost, and, quite possibly, to the impairment of the discipline of the forces in the States which were not the head-quarters of the

SELANGOR. commanding officer. Should detachments from different States be acting together, the command would naturally be assumed by the senior officer present, or by the officer specially appointed by the Governor. I should, perhaps, mention that Captain-Superintendent Syers has officially disclaimed the statement ascribed to him in paragraph 119 of the Annual Report for the previous year, to the effect that he is willing to hand over charge of his Sikh Force.

It may be noted that, whereas in Perak ordinary police duties are shared by Sikhs and Malays alike, in Selangor and Sungei Ujong such duties are entrusted to the Malay Contingents, and this arrangement is, I believe, considered the more satisfactory one by several of the magistrates in the Native States.

148. The new drill book was adopted during the year.

149. The Sikh Contingent were put through the usual musketry course and Captain Lyons reports "the performances were good."

Of the Malay Contingent, a portion only was put through musketry. Captain Lyons does not lay much stress on this part of the Malay's training, and is of opinion that if, as a recruit, he is taught to use a rifle moderately well at 100 yards he will be quite sufficiently trained in that respect, in which opinion I concur.

150. **BUILDINGS.**—The accommodation at head-quarters, especially as regards offices, stores and administrative facilities, is very faulty. The matter is under consideration and a site for a new administrative block has been selected.

151. **HEALTH.**—The health of the force was good, generally.

152. **CRIME.**—Cases reported, 8,792. In 1892, 6,238 cases were reported, and 5,474 in 1891. 5,050 cases were "discovered" and 7,141 persons apprehended.

There was not much serious crime—

Theft gave cases	1,968
Affray	405
Breach of Summary Jurisdiction Ordinance	568
Causing hurt	717
Vagrancy	499

4,157 cases

Out of a total of 8,792 cases, 5,050 "discovered."

There were two cases of culpable homicide amounting to murder. In one case, at Kuala Lumpur, three men were tried. One was sent for trial to the Supreme Court and acquitted, the other two men were discharged.

In a serious case of gang robbery, when five men with blackened faces attacked a kongsi, killed one man and carried off \$400 in cash, no arrests were made at the time; but three persons who were probably implicated in it were subsequently arrested and convicted of being in possession of some of the property stolen.

Eighteen cases of highway robbery were reported in which 51 persons were implicated and six arrests made. This crime becomes somewhat prevalent in mining districts at the time of the Chinese New Year.

Four persons were convicted of offences under the Chinese Secret Societies Regulation. Rumours of secret societies reach the police and the Chinese Secretariat, but reliable information it is difficult to obtain. There are proposals for amending the Secret Societies Regulation.

153. **SMELTING HOUSES.**—Twenty-five smelting houses were registered, and licenses granted for smelting slag only.

154. **DESTRUCTION OF NOXIOUS ANIMALS.**—Rewards were paid for two tigers, three panthers, and 116 crocodiles. Total amount paid, \$271.05.

155. **FINANCE.**—The total cost of the police was \$139,803.

The revenue directly collected by the force was \$17,252.35.

156. **GENERAL.**—The supervision of brothels was transferred to the Chinese Secretariat, and the registration of vehicles and animals to the sanitary boards and district officers.

157. It had been customary for the captain-superintendent to act as coroner in the Kuala Lumpur District. This was an objectionable practice, and the duty has now been transferred to the assistant magistrate.

158. In criticising the force in this my first Annual Report for the State, I do not wish it to be thought that I am fault-finding, but affairs in Selangor have marched along so rapidly of late years, that, not alone of the Government departments, the

police have scarcely been able to keep pace with the increasing work, and require strengthening throughout. SELANGOR.

XI.—PRISONS.

159. COMMITTEES AND DISCHARGES.—The return for the whole State shows committals 1,916, discharges 1,841. During the previous year the committals amounted to 1,429. On the 31st December, 1892, there were 328 prisoners remaining and on 31st December, 1893, 342.

Of the committals, the great majority are Chinese, 1,569 out of a total of 1,916. Tamils come next, 159, and then Malays, 143. Three Europeans were incarcerated, of whom one remained at the end of the year. Six females were sentenced to rigorous imprisonment and two to simple imprisonment. At the end of the year, three remained in custody. Chinese and Tamils numbered three each, Malay one, Javanese one. The accommodation for female prisoners is at present unsatisfactory.

160. RECONVICTIONS.—There were 152 cases of second convictions, 47 of third and 43 of fourth convictions, total 242. These figures show that the number of reconvicted prisoners is still increasing, the total number of reconvictions in 1892 having been 175. Further reference will be made to this subject.

161. DIETS.—No change was made in the diet scale, which is the same as that in force in the colonial prisons. Though complaints have been made by prisoners of the insufficiency of the scale, nearly all gain in weight.

162. LABOUR.—Most of the prisoners were engaged on extra-mural work, several on the new gaol building, on the completion of which extra-mural work will be discontinued, while all prisoners with sentences of longer periods than one week will be sent in from the districts.

163. CONDUCT AND DISCIPLINE.—The conduct of the prisoners is not reported to have been good, and defective discipline is ascribed to the number of gangs employed on extra-mural works and to the inexperience of the warders, matters which will be remedied on the completion of the New Cellular Gaol.

There were 18 escapes and three recaptures. Two prisoners who escaped in the previous year were also re-arrested. Three runaways were shot dead. In one case the warder who fired the fatal shot was put upon his trial and was acquitted.

The instructions to warders and guards as to the use to be made of their weapons have been revised.

164. HEALTH.—The health generally was good. Reference is made to this matter under "Public Health."

165. BUILDINGS.—The central prison, an old building, is situated in Kuala Lumpur. The average daily number of prisoners during the year was 283.

There is a small gaol at Klang, in which the average daily number of prisoners was 23. This gaol will be abandoned on the completion of the New Gaol. Amongst the other districts there are 17 lock-ups, capable of accommodating 192 prisoners. During the year, the residency surgeon, at my request, drew up certificates of the number of prisoners which can be accommodated in each ward or lock-up in the State.

It is anticipated that the New Cellular Gaol will be completed by the end of this year. It will provide accommodation for 340 prisoners, at a cost of some \$200,000. The area enclosed by the gaol walls is 8 acres 23 poles.

166. FINANCE.—The expenditure on prisons was \$24,519. Receipts amounted to \$1,218.

167. GENERAL.—At the commencement of the year the most recent prison rules of the colony were adopted by a Regulation of the State Council, No. IX. of 1893.

The Board of Visiting Justices was put on a proper footing. With a view to decreasing the number of reconvictions, a Regulation for the supervision of habitual criminals has been drafted, but has not yet been laid before the State Council.

A copy of the model rules referred to in the Secretary of State's despatch of the 23rd November, 1893, has only recently reached me, and it is proposed to adopt the system recommended in this State, in which, however, the mark system of the Colony has long been enforced.

The population of the State increases annually by immigration, principally of mining coolies, and the number of committals must be expected to similarly increase.

On the completion of the New Gaol buildings, and with the adoption of the rules and regulations referred to in this paragraph, a great improvement in the discipline

SELANGOR. and conduct of the prisoners is to be anticipated, and the detrimental effect of imprisonment will be much enhanced, while escapes should be unknown.

XII.—TRADE AND SHIPPING.

168. IMPORTS AND EXPORTS.—The value of the imports is returned at \$9,274,650, and of exports at \$10,271,809, showing the value of the total volume of the trade of the State for 1893 to have been \$19,546,459, the largest yet recorded. The total trade for 1891 is given as \$12,230,422, and for 1892 as \$15,454,084.

Detailed returns of imports and exports will be found in Appendices F and G.

The value of the tin exported (\$6,891,612) was \$1,486,629 in excess of the value exported in the previous year, and of tin ore (\$2,796,626) \$677,997.

	Tons.
169. SHIPPING.—Tonnage entered at all ports	198,544
Tonnage cleared at all ports	195,860
Total tonnage	394,404

In the previous year the figures of total tonnage were 368,830.

The whole trade of the State is carried on with the Colony of the Straits Settlements, and principally with Singapore.

170. LIGHTHOUSES.—The lighthouse services were well maintained. A new lighthouse was erected at the mouth of the Selangor River; a small light was supplied at the mouth of the Sepang River.

It was found possible to maintain the Klang Straits Lighthouse and to defer the erection of a new building.

XIII.—POSTS AND TELEGRAPHS.

171. RECEIPTS AND EXPENDITURE.—The growth of the department is shown by the following figures:—

Total receipts from all sources, 1891, \$15,300; 1892, \$18,020; 1893, \$22,725.

Total payments, all charges, 1891, \$26,927; 1892, \$58,351; 1893, \$42,906.

172. POSTAL.—

	1892.	1893.
Number of articles dealt with by post offices	759,770	838,950
Collected on taxed letters	\$ 1,291	\$ 1,813
Commission on money orders	437	577
Stamps sold	5,743	7,237

173.—NEW POST OFFICE.—A sub-post office was opened at Sepang.

174.—STEAM COMMUNICATION.—That with Penang, whence P. & O. mails are received, improved considerably without the interference of Government, there being now three steamers weekly.

175. GENERAL.—Complaints have been few. During the year it was decided that postage stamps of the values of one and two cents. should be permitted to be used for receipt purposes under the Revenue Stamp law, to the convenience of the public.

176. TELEGRAPHS.—This branch of the department shows a decrease in receipts for paid messages; local, 1892, \$3,979; 1893, \$3,711.

Government messages show a satisfactory decrease of 32 per cent. The acting superintendent calls attention to the desirability of officers "utilising the telegraph for urgent and important messages only." The work on the through wire, Penang to Singapore, is increasing.

177.—MAINTENANCE.—Iron continues to be substituted for wooden poles, and by the end of the year only 50 miles remained to be completed. The total mileage of wire maintained was 310 miles. The line to Ginting Bidai, put up during the Pahang disturbances, was dismantled.

178. TELEPHONES.—The mileage of wire was increased by seven miles. The total mileage was 28, and the number of telephones 22. The police find that their telephones work unsatisfactorily.

179. WORKSHOP.—The telegraph workshop has proved to be a success. All telegraph and telephone instruments are now repaired, when necessary, in the State, and repairs have been also executed for the Government of Sungei Ujong.

180. NEW BUILDINGS.—Suitable offices were erected at Kuala Kubu and at Kajang.

181.—STAFF.—The Superintendent, Mr. Baxendale, proceeded to England, on account of ill-health, in May, and the charge of the department was assumed by Mr. Cormac, the chief inspector.

XIV.—EDUCATION.

182.—SCHOOLS.—The total number of State schools at work during the year was 25, as compared with 18 in the previous year. The aggregate enrolment of scholars increased from 678 to 911, and the percentage of attendance from 76·84 to 82·22.

Six Malay Vernacular Schools were opened during the year, and one Anglo-Tamil School.

183. RULES FOR THE EDUCATION DEPARTMENT.—I gave much attention to the question of education during the past year, and before its close a complete set of rules for the Education Department was framed and was confirmed by the acting governor.

I based these rules on the system introduced with such success in Perak by the inspector of schools, Mr. Collinge, my obligations to whom in this matter I desire to record. Provided the inspector of schools and the district officers will take care to see that these rules are strictly enforced, and provided they will report to Government every instance of neglect so to carry them out, I feel confident that greatly improved results will be obtained. The responsibility of the district officers in assisting to build up a sound system of elementary vernacular education and in encouraging regular attendance at the schools is a most important one.

Amongst other changes effected by the new rules, which were passed too late to affect the results of the year under review, is the institution of Koran teachers and of a native visiting teacher. The introduction of the first has given much satisfaction to the natives, and without the latter the inspector of schools is powerless to efficiently control and supervise the district schools.

184. FEMALE EDUCATION.—There is no Government provision for female education, either vernacular or English. There is a demand for it; it has been successfully introduced in Perak, and should be taken into consideration here.

185. VICTORIA INSTITUTION.—On my assuming my duties as Resident early in the year, I found a fund in existence, dating from 1887, and amounting to \$3,188, the object of which was the “erection of a permanent memorial at Kuala Lumpur to “celebrate the Jubilee of Her Most Gracious Majesty Queen Victoria.”

I also found that the leading Chinese and Tamils were anxious that their children should have the means of acquiring, in the State, a good English elementary education, and with their liberal assistance and with the support and advice of Sir Cecil Smith, the Jubilee Fund became the nucleus of a fund out of which has arisen the Victoria Institution, which I trust will prove a lasting and useful memorial of Her Majesty's Jubilee. Inclusive of the original fund, of grants from Government, and of subscriptions raised amongst the inhabitants of the State and amounting to \$11,103, the total funds of the Institution reached \$21,641. His Highness the Sultan and the Raja Muda subscribed liberally to the Institution.

A body of trustees has been appointed, with power to fill up vacancies in their number, composed of certain Government officers, and of eight non-official members. A Government grant of \$3,000 has been sanctioned for the present year, and a special permanent educational assessment, expected to realise \$3,000 in 1894, has been approved by the Council of State and is being collected on the value of house property in the town of Kuala Lumpur. The foundation stone of the Institution was laid on the 14th August 1893. The buildings, including a house for the headmaster, will cost \$16,550, and are rapidly approaching completion; meanwhile the work of education is being carried on in a temporary building.

The Secretary of State has been pleased to express his satisfaction at the foundation of the Institution, as affording pleasing evidence of public spirit on the part of the Selangor community.

186. COST OF EDUCATION.—The total disbursements for education during the year, exclusive of that under works and buildings, amounted to \$9,236. The amount provided in the estimates for the current year is one of \$20,128.

187. SUPERVISION.—The Governor approved of the Government chaplain and tutor acting as inspector of schools until the close of the present year, as an experiment.

XV.—THE SECRETARY OF STATE'S DESPATCH.

188. THE SECRETARY OF STATE'S COMMENTS.—The points specially commented on by his Lordship in noticing the Annual Reports of the previous year, so far as concerns this State, are:—Colonisation Scheme for Kuala Selangor, Forest Reserves, the Ceylon System of Road Maintenance, Road Communication from Province Wellesley to Malacca, Chinese Protectorate, Reconvicted Prisoners, Unsanitary Condition of Coolie Dwellings at the Mines, Out-door Dispensaries, Leper Ward, and Vernacular Education.

Several of these matters came naturally to be treated under the various headings into which this Report is divided, and I would ask permission to refer to my remarks

Road Maintenance	paragraph 52
Through Road Communication	50
Chinese Protectorate	88
Reconvicted Prisoners	160 and 167
Miners' Dwellings	11
Out-door Dispensaries	9, 18, and 20
Leper Ward	15
Vernacular Education	183

189. COLONISATION.—No scheme on any considerable scale has so far been undertaken in the Kuala Selangor District, nor was any provision inserted in the Estimates of 1893 for such a purpose. A small Government advance was made to a Kelantan man during the year, with the result that 90 settlers were introduced by him, and their prospects, so far, are favourable.

Prior to 1883, there were settled in this district 14 families of foreign Malays—nine from Kelantan, two from Petani, one from Trengganu, and one from Kedah. Some 20 Javanese settlers entered the district during the year.

In the draft Estimates for the present year, I made provision for a preliminary examination of the district with the object of eventually preparing a scheme for irrigation, but this was not confirmed. Nevertheless, an experienced officer of the Indian Government, Mr. Claude Vincent, whose services had been engaged by the Government of Perak to report on the Krian district, examined, so far as was possible in the absence of any prepared data, the district, in March last, and has reported that the facilities offered for a large scheme of irrigation are very favourable.

I have not had time to give the matter full consideration, but am inclined to think that we are not yet prepared for any extensive scheme—such, for instance, as that which is recommended for the Krian district, in Perak, at a cost of some \$300,000.

Krian differs from Kuala Selangor in the following respects:—

It has been successfully pushed as an agricultural district for many years past, and possesses a large area of rice crop already irrigated; it lies alongside of two essentially agricultural countries, Province Wellesley and Kedah, which furnish a ready source of a supply of settlers. Much has been done by Government in the way of bunds and watergates with, as Mr. Vincent points out, conspicuous success.

Further comments on this subject will more properly appear in the Annual Report for the present year.

As noticed in the portion of this report which deals with district administration, there is a not inconsiderable number of foreign Malay agriculturists in the State. I have received some interesting reports on this subject from district officers which I will cause to be printed.

190. FOREST RESERVES.—The Land Code gives powers for the proclamation of forest reserves, and advantage has been and is taken of this, especially in the district of Kuala Lumpur.

A regulation is under consideration for prohibiting the burning of hard-wood timber for charcoal to be used in the smelting furnaces, and this matter is referred to in paragraph 134 of this report.

Under the heading of "District Administration," I have pointed out the increase in the receipts for timber royalty, which is partly to be ascribed to the greater attention paid to forest matters. There is no distinct Forest Department. The district officers and the collector of land revenue exercise such supervision as is possible, and are assisted by their Penghulus and by a small and inadequate staff of forest rangers.

When secretary to the Government of Perak, with the approval of Mr. Swettenham, I raised the question of a Forest Department and of forest reserves in that State. The matter may be still under consideration, and I should be inclined, so far as Selangor is

concerned, to await the decision of the Perak Government, for, as his Lordship remarks, it will be advisable "to deal with the forest reserves in all the States upon a definite and uniform system." It is not, I think, a matter of the most pressing urgency at the present time.

XVI.—GENERAL

191. CONTINUED PROSPERITY.—This report demonstrates that the prosperity of the State, which has continued to advance for several years past, has been well maintained. I have the less hesitation in drawing attention to this advance as I assumed the appointment of Resident only on the 11th January 1893, and what credit is due for the results attained is due to my predecessors in office and their officers.

The main factor in the prosperity of the State is, as already pointed out, its rich alluvial deposits of tin, this is the main and really the sole present factor. It will have been seen from paragraph 132 that, notwithstanding the fall in exchange during the year, the average dollar prices of tin did not differ much from the prices of the previous year, owing probably to the greatly increased output.

The output of tin from the combined Native States is largely increasing annually. Any serious fall in price of tin would considerably affect the output, by shutting down the less rich or more expensively worked mines.

The revenue of the State hangs directly on the output of tin.

It would, therefore, appear advisable to encourage by all legitimate and business-like means any other source of revenue which the circumstances of the State point to as eligible. The source of revenue which I think would best repay encouragement is that of European plantations, and in this connexion I would ask attention to my paragraph 125.

192. WIDOWS' AND ORPHANS' FUND.—No such fund exists at present, and there can be no doubt that, with the growing services of the Native States, provision should be made, as in most British colonies. I drafted a provident scheme, based on one that had been under consideration in Perak, and on the lines of similar schemes sanctioned by the Government of India, and the proposal met with general acceptance amongst the officers. It was referred to the resident of Perak, who preferred a widows' and orphans' pension scheme, similar to that in force in the colony, and further consideration of this matter appears to have been postponed for the present.

193. ENGLISH CHURCH.—It is gratifying to be able to report that a subscription list started during the year, with the object of erecting a permanent brick church for the use of those of the community who profess the Christian religion, has been successful.

Sir Cecil Smith approved of His Highness the Sultan's Government contributing \$5,000 towards this object, provided a like amount was raised by public subscriptions. The subscriptions promised at the present date reach \$5,188, making, with the Government donation, a total amount of \$10,188. The list includes liberal donations from the Captain China and a few other Chinese, and from Singapore companies interested in the State.

The building has been commenced, and will be completed during the present year.

194. FORM OF REPORT.—I have followed pretty closely the form of the Annual Reports drawn up by Mr. W. E. Maxwell when Resident here, and, in order to facilitate comparison between the reports of different years, I would recommend that this form, or any other form that may be preferred, be followed and adhered to in future.

As regards the local Annual Reports, I propose to draw up a skeleton form to be used by heads of departments and district officers, so as to ensure a certain amount of uniformity and continuity in the information furnished to the Government by these important reports from year to year. It would not be easy to explain here the difficulty experienced in extracting from the district officers' reports, under the present system, the information required to put together the few remarks contained under the heading of "District Administration and Land Revenue" in the present summary.

I have, &c.

W. H. TREACHER,
British Resident.

To the Hon. the Colonial Secretary, S.S.

British Residency, Selangor,
May 1, 1894.

SIR,

I HAVE the honour to forward, for the information of his Excellency the Governor, a printed copy of the annual report of the officer in charge of the States of Sungei Ujong and Jelebu for the year 1893.

2. I enclose, in manuscript, the report of the collector and magistrate of Jelebu, extracts from the Annual Report of the residency surgeon,* a tracing of the map of the two States,* a diagram* illustrating the influence of tin mining on railway receipts, and certain financial returns.* The printing of these appendices to the office-in-charge's report would unduly delay its submission to his Excellency.

3. In a letter dated the 23rd June 1893, from your office, I was furnished with a copy of the instructions by the Governor to Mr. Egerton, who was appointed to act as officer-in-charge of Sungei Ujong and Jelebu on the retirement of Mr. Paul, the British Resident of those States. I received no direct instructions, but learned from Mr. Egerton's instructions that he was, for administrative purposes, to be under the Resident of Selangor, and would carry on the correspondence that has to be submitted to the Governor through the Resident of Selangor, except in urgent matters, when he would address the Colonial Secretary direct.

4. His Excellency expressed his confidence that by Mr. Egerton's ability, experience, and energy, steps may be taken towards establishing an equilibrium between revenue and expenditure, and towards establishing the prosperity of the State on a sound basis. His Excellency's confidence was not misplaced. Mr. Egerton assumed his duties in July 1893; he quickly made himself acquainted with all the details affecting the progress of the two States, and put new life into the administration of affairs; unfortunately, it was necessary, just before the close of the year, to recall him to the Colony to act in an important post.

5. The present report, compiled by the officer-in-charge (Mr. R. N. Bland), who took up his post in December 1893, is a satisfactory record of progress. Notwithstanding heavy special payments, not provided for in the estimates, the balance of liabilities over assets was reduced from \$227,044 to \$195,689, and the debt of \$30,000 to the Chartered Bank was paid off. The chief liability of the two States at the present moment is the amount of the loan obtained from the State of Selangor, \$204,970, bearing interest at the rate of 4 per cent. per annum.

6. The improvement of the finances is due to the energy infused into the administration by Mr. Egerton, to an increase of \$1 a ball in the duty on imported opium, to increased mining activity, and to the export duty on tin having been raised in October from \$10.50 to \$12 a bhara, and to an increase of \$7,000 in the amount of land revenue collected, as compared with the receipts during 1892.

7. The question of the appointment of one Resident for the three States of Selangor, Sungei Ujong, and Jelebu, is not one to be exhaustively discussed in a letter forwarding an annual report, but the officer-in-charge having touched upon it, his Excellency may be interested in the following figures, which speak for themselves.

8. *Inclusive* of tin duty the revenue of the two States is returned as follows:—

Sungei Ujong— <i>i.e.</i> , Seremban and coast districts	\$ 232,202
Jelebu	156,774
Total	\$388,976
<i>Exclusive</i> of tin duty the figures would be—	
Sungei Ujong	\$ 162,149
Jelebu	59,311
Total	\$221,460

9. The revenue of two of the out-districts of Selangor, in 1893, which includes no tin duty, was—

Ulu Selangor	\$ 156,671
Klang	69,388
Total	\$226,059

10. The tin duty collected in the State of Selangor during the past year amounted to \$1,082,002, while for Sungei Ujong and Jelebu combined, it was only \$167,516.

Were I able to give the tin duty which should be credited to Ulu Selangor, the comparison would be still more in favour of the two out-districts of Selangor, as compared with the two States of Jelebu and Sungei Ujong; but, as I have stated in my annual report on Selangor, paragraph 135, no account of the tin produced in each district is kept here, the duty being credited to the ports at which it is collected.

11. The area of Selangor is supposed to be	-	-	3,500 square miles.
That of Sungei Ujong and Jelebu about	-	-	1,660

Total	-	-	<u>5,160</u>
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SUNGEI
UJONG
and
JELEBU.

The area of the one State of Perak is returned as 10,000 square miles.

12. Owing to the absence of instructions, referred to in paragraph 3, I have felt doubtful as to how far I was expected to interfere in the administration of the two States, and have confined myself principally to the unpopular task of encouraging reduction in expenditure and the curtailment of privileges, but there can be no reasonable doubt that, by an assimilation of the administration of Selangor, Sungei Ujong, and Jelebu, economy or efficiency, or both in the latter States, in such matters as public works, gaol discipline, care of lunatics, education, audit, and administration of justice would be ensured.

13. Mr. Bland refers, in paragraph 134, to the existence of "confusion as to what laws the magistrates are to be guided by, as Sungei Ujong has no written enactments, and conflicting orders have at different times been issued."

Selangor is well furnished with laws on such subjects as court procedure, sanitary boards, education, registration of births and deaths, prison discipline, and land administration, which are suitable to the wants of Sungei Ujong and Jelebu.

14. By instituting one audit department for the three States, the anomaly of the financial officer of Sungei Ujong and Jelebu collecting the principal item of revenue, the duty on tin, and auditing his own accounts, would disappear.

15. In paragraph 187 of his report, the officer-in-charge is incorrect in saying that the tin duty is at the same rate as in Selangor. The duty here is \$13 a bhara, and in Sungei Ujong \$12. I concur generally in his views on the subject of compensation to Malay agricultural holders whose land is required for mining, but I should always deprecate the disturbance of Malays who are properly cultivating their holdings unless urgent necessity were shown for so disturbing them.

16. I have referred the comparative railway statistics contained in the officer-in-charge's paragraph 175 to the resident engineer, Selangor, and he informs me that, as regards this State, they are incorrect.

17. I cannot concur in the expression of regret in paragraph 40 of the report as regards the excision of provision for Government coffee nurseries. Sungei Ujong bids fair to take a prominent position as a planting State, and possesses, perhaps, the finest Liberian coffee estate in the Peninsula, that of Linsum, whence, as well as from estates in Selangor, good seed can be obtained. Government nurseries should only be established in a small State when urgent necessity is shown.

18. Mr. Bland assumed his appointment on the 6th December 1893, and has put together a careful and interesting report.

I have, &c.

W. H. TREACHER,
British Resident, Selangor.

THE ADMINISTRATION REPORT OF THE STATES OF SUNGEI UJONG AND JELEBU FOR THE YEAR 1893

TO THE BRITISH RESIDENT, SELANGOR.

Sungei Ujong, April 20, 1894.

REVENUE.

1. The revenue of Sungei Ujong and Jelebu for the year 1893 amounted to \$388,976. This sum is greater than that estimated by \$18,928, and than the revenue for 1892 by \$34,972. The revenue exceeded the expenditure by a sum of \$12,414.

2. The States are divided into three districts, and the revenue is collected under 10 different sub-heads. The following statement shows the collections for 1892 and 1893:

	1892.	Estimated, 1893.	1893.
	\$,	\$	\$
Seremban	189,175	163,820	185,446
Coast	33,570	47,058	46,756
Jelebu	131,437	159,175	156,773
	354,184	370,048	388,976

Some large payments, which in 1892 were credited to Seremban, were in 1893 credited to the Coast District. The estimate was considerably exceeded in the Seremban District. In Jelebu and the Coast District there were small deficiencies.

3. Taking the revenue for the States as a whole, increases are shown above the amounts collected in 1892 under every sub-head of revenue except three, viz., Licenses, Fines and Fees, and Reimbursements. The principal increases appear under the headings of Customs, Land Revenue, and Fees of Office. Customs include the duties levied on tin, charcoal, jungle and agricultural produce; and the increase in the tin duty is to be accounted for by increased mining activity in Sungei Ujong and Jelebu, combined with an increase in the rate of duty from \$10.50 to \$12 a bhara from 1st October. This rise in the duty produced an increase of \$5,942 in the revenue. Increases in survey fees, land rents, and house assessment are the chief items of increase under the head of Land Revenue. The increase under Fees of Office is due mainly to increase in cart and gharry assessment (tax).

4. The decrease under licenses is more apparent than real. In 1892 arrears of opium farm rent from 1891, amounting to \$22,500, were paid. From 1st January 1893, the duty on opium was increased from \$7 to \$8 a ball, and this extra opium duty produced an increase of \$10,880 above the sum collected in 1892. The decrease under Fines and Fees of Court is to be accounted for by the fact that there were no cases involving large amounts before the Residency Court at Seremban. I give the actual figures for the last five years:

1889.	1890.	1891.	1892.	1893.
\$	\$	\$	\$	\$
1,982	3,255	2,886	1,901	1,621

There are decreases under the head Fines and Fees in all the Courts in the State. The apparent decrease under reimbursements is due to the fact that in 1892 a large balance from a suspense account was transferred to revenue.

EXPENDITURE.

5. The expenditure of the States amounted to \$376,562; \$49,585 more than provided for in the Estimates and \$15,419 more than the expenditure in 1892, but \$12,414 less than the revenue for the year. The amount spent on extension of roads and bridle-paths and new buildings amounted to about \$25,000, and two years' interest, to the

amount of \$22,448, was paid on loans, so that, excluding these, the surplus would have been nearly \$60,000 for the year.

6. Comparing the actual with the estimated expenditure, we find the principal excesses under the heads of Establishments, Special Payments, Works and Buildings and Revenue Services.

Establishments were exceeded because of an order to pay salaries on the last day of each month, and thus 13 months' salaries were paid within the year. But for this there would have been small savings.

The Works and Buildings Vote was exceeded owing to the cost of completing the police station and barracks at Port Dickson not having been inserted in the Estimates for 1893.

Revenue services were exceeded on account of the opium farmer's rebate of 10 per cent. on the extra opium duty not having been allowed for in the Estimates.

Special payments include a payment of \$22,119 towards the railway guarantee, \$5,814 in connexion with expenses of Mr. Mitchell's contract survey in Jelebu, and \$4,608 on account of Mr. Hooper's surveys, \$2,041 for the Port Dickson Reclamation, and \$1,877 written off on account of Postmaster Crammer's defalcations. The total amount under this head was \$45,645, against an estimated expenditure of \$2,500.

7. Savings upon the votes were effected by the Medical and Police Departments to the extent of over \$4,000. Under Transport there was a saving of nearly \$900.

8. Comparing the 1893 expenditure with that of 1892, we find establishments increased, for the cause already explained, and increases on the votes for the Medical and Prisons Departments, Works and Buildings, and Revenue Services. The largest increase is that under the head of Interest (\$21,421), as interest on loans for 1891 and 1892 was paid in 1893. Roads and bridges show a decrease of \$14,591, and special payments of \$9,694.

9. BALANCES.—The balance in hand on 1st January 1893 was:—

Cash in Treasuries	-	-	-	\$ 7,685
Deduct debit balance at bank	-	-	-	445
Total	-	-	-	<u>\$7,240</u>

On 1st January 1894—

Cash in Treasuries	-	-	-	7,153
Balance at bank	-	-	-	7,806
Total	-	-	-	<u>\$14,959</u>

ASSETS AND LIABILITIES.

10. On 1st January 1893, assets were \$37,997 and liabilities \$265,041, showing a balance of \$227,044 to the debit of the State. On 1st January 1894 the assets amounted to \$36,555 and the liabilities to \$232,244, leaving a balance to the debit of the State of \$195,689. The financial position of the State thus improved to the extent of \$31,000 during the year, and it was possible to pay back a loan of \$30,000 to the Chartered Bank. The liabilities include a debt of \$204,970 to the Government of Selangor, on which interest is charged at the rate of 4 per cent.

TRADE.

11. The following are the trade totals for the year:—

Value of imports	-	-	-	\$ 2,069,186
Value of exports	-	-	-	2,234,921
Total	-	-	-	<u>\$4,304,107</u>

The total value of the trade in 1892 amounted to \$3,681,490. Increase in 1893, \$622,617. The exports show an increase of \$351,200. The imports an increase of \$273,357.

12. Comparative returns for the years 1892 and 1893 are shown in Appendix II. These returns, for which the collector of the Coast District (Mr. Douglas) is responsible,

are taken at four stations, viz., Port Dickson, Pengkalan Kempas, Lukut, and Pasir Panjang. I doubt whether much reliance can be placed upon them. The imports under the head "Seremban" pass through Port Dickson, and include those for the Coast District. The exports under the head "Port Dickson" are the produce of that part of the Coast District, and not the exports passing through Port Dickson from Seremban.

13. Under the head of "Exports," tin, pepper, gambier, and coffee show a considerable increase; tapioca a decrease.

Under "Imports" decreases are shown under opium, paraffin oil, medicines, cloth, and a number of minor items. On the other hand, rice, salt fish, bean oil, crackers, and other articles of Chinese consumption all show an increase.

Increases in 1893:—		\$
Specie	-	20,800
Lard	-	19,700
Bean oil	-	11,700
Rice	-	57,800
Salt fish	-	46,700
Dried fish	-	5,000
Java tobacco	-	5,800
Ironware	-	4,300
Whisky	-	4,900

14. There are other outlets to the State, viz., into Selangor by the Setul Road, into the Negri Sembilan at Bukit Putus, and into Pahang by the Triang River, at which no account of exports and imports is taken. The total amount of this inland traffic is probably small, except that in poultry and goats from the Negri Sembilan.

15. The traffic along the Linggi Road south of Rantau is now almost entirely confined to the exports of the tapioca estates in the coast district and the necessities imported by them. The Linggi imports and exports amounted to \$205,487. A small steamer calling twice a week is now sufficient for the trade at Pengkalan Kempas.

16. The increase of the trade carried over the railway is very marked. From 1,000 pikuls in July 1891 to 20,000 pikuls in December 1893.

17. The Lukut import and export trade amounted to \$118,442.

SHIPPING.

18. The total number of steamers that entered at Port Dickson during the year was 574. Of these, 325 came from Singapore and 249 from Klang. Most of these belonged to the Straits Steamship Company. There were few days that no steamer came into Port Dickson.

Besides the above, there is a bi-weekly steamer to Pengkalan Kempas from Singapore, to take cargoes of tapioca, gambier, and pepper, and small steamers ran, once a week between Singapore and Tanah Merah on the Lukut River, to serve the pepper and gambier estates at that place. Harbour dues to the amount of \$133.95 were collected on native craft clearing from Port Dickson, Pengkalan Kempas, Pasir Panjang, and Lukut. The clearance fee is 15 cents for craft under 10 tons, and 30 cents for craft over that. No fees are demanded from steamers.

19. The freights between Port Dickson and Singapore were 8 cents a pikul (1 pikul = 133½ lbs.) for tin and 15 cents a bag for produce, such as gambier, pepper, tapioca, rice, &c.

LEGISLATION.

20. Meetings of the State Council were held on 27th April, 6th September, 21st September, and 23rd October. Regulations dealing with timber passes, the stamping of documents and registration of deeds were passed. At the two meetings in September, 10 Regulations were brought before the Council and passed, but were not subsequently confirmed by his Excellency the Acting Governor, doubts having been raised as to the constitution of the Council. These regulations, which were mostly taken *mutatis mutandis* from the regulations in force in Selangor, related to the following subjects:—

- I. Application of Sungei Ujong laws to Jelebu.
- II. Regulations fixing minimum width of cart-wheel tires.
- III. Introduction of Indian Code of Civil Procedure.
- IV. Registration of marriages of British subjects.

- V. Control of hawkers.
- VI. Acquisition of land for public purposes.
- VII. Copper coin regulation.
- VIII. Weights and measures.
- IX. Protection of women and girls.
- X. Management of prisons.

SUNGEI
UJONG
and
JELEBU.

ADMINISTRATION.

21. The Dato Bandar continued to act for the Klana Mamur, who is a minor.
22. The Resident, Mr. W. F. B. Paul, went on leave in May, previous to retiring on pension. Mr. Douglas, Collector and Magistrate at Port Dickson, acted for him till July, when he was relieved by Mr. Egerton, as officer in charge. The latter was succeeded by Mr. R. N. Bland in December.
23. The office of Treasurer was abolished at the end of 1892, and from 1st January 1893, Mr. C. C. Trotter was in charge of the Treasury and Audit Office as financial officer.
24. Mr. A. Keyser, collector and magistrate, Jelebu, was absent on leave from April to November. Mr. Desborough, the assistant collector, discharged his duties during his absence. In September, Mr. Bathurst was appointed to act as magistrate at Seremban, so as to relieve the resident or officer in charge, from the necessity of taking trivial cases. Mr. Bathurst also relieved Mr. Trotter in charge of the vernacular schools.
25. The native Chiefs, while taking an intelligent interest in the affairs of the State, are unable to render much assistance in the actual details of Government through want of training. A certain amount of useful work was done by the paid Penghulus in Sungei Ujong. Mr. Keyser, in his report, speaks highly of the assistance given him by the Dato and Chiefs in Jelebu.

LAND AND AGRICULTURE.

26. The total land revenue collected amounted to \$34,957, an increase of \$7,094 over the revenue of the previous year and \$3,237 over the estimate. This increase is chiefly in the Seremban District, where there was an excess under each item of land revenue. The following table shows the land revenue in all its sub-heads and the collections of the three districts compared with the estimate.

Land Revenue, 1893.—Actual Collections. (Cents omitted.)

	Seremban.	Coast.	Jelebu.	Total.	Estimate.
	\$	\$	\$	\$	\$
Premia	937	6,073	1,145	8,157	8,190
Land rents	4,268	7,450	1,155	12,873	10,612
House assessments	2,695	365	1,798	4,858	3,267
Registration fees	1,062	308	399	1,770	1,286
Lime and brick kilns	25	30	—	55	10
Survey fees	904	1,743	2,150	4,798	3,679
Woodcutters	602	975	544	2,122	1,504
Timber royalty	76	172	73	321	209
Total	10,572	17,119	7,265	34,957	28,757

27. The Collector of Land Revenue, Seremban (Mr. Bathurst), was able to report that on a total rent-roll of \$4,268, there were no arrears on the 31st December, and that the majority of the rents were paid before the end of August. The total does not seem large, but it is a very creditable result, considering that these rents are small sums due on about 2,750 leases widely scattered over the country. In the Coast District, the arrears only amounted to \$45 on a rent-roll of \$7,500. Here land rents gave an increase of \$1,450, chiefly owing to the issue of a lease for a large area for tapioca cultivation (\$600) and on the issue of 271 agricultural and 33 building leases (about 6,750 acres). Arrears in Jelebu amounted to \$21 on a total rent-roll of \$1,123. The collector of land revenue reports that the introduction of a quit-rent of \$1 an acre on mining land has proved a success, as it tends to prevent tracts of mining land lying unworked. A sum of \$1,472 was thus credited to mining rents alone.

28. One hundred and sixty-three agricultural leases, for 450 acres, were issued in the Seremban District during the year (exclusive of 2,000 acres for coffee). In Jelebu, 718 acres were alienated (agricultural land).

29. The total number of leases of all kinds issued in the Seremban District up to the end of 1893, amounted to \$2,752, for an area of about 15,000 acres. In the Coast District about 44,346 acres have been alienated up to date under 973 leases. In Jelebu the total area is said to be 6,023 acres under 991 leases.

30. Fifty-six applications for agricultural land were made in the Coast District, 98 at Seremban, and 87 in Jelebu during the year. The titles issued were 999 years' leases in every case. A small area is held under agricultural permits in the Coast District (23 acres). In the Seremban District the area is larger, but steady efforts were made to reduce it and issue leases instead of the permits. In Jelebu 420 acres were held under 204 permits.

31. A certain amount of kampong land (high land adjoining padi fields) is held without title in all the three districts of the State, and for this titles are gradually being issued. The amount of land held without title is larger in Jelebu than in the other districts (about 300 acres).

32. A proposal was brought before the State Council at one of its last meetings to adopt the Selangor Land Code for Sungei Ujong, but this was very decidedly opposed by the Chiefs of both Sungei Ujong and Jelebu, on the ground that the fixed rent of 25 cents an acre now paid by the majority of cultivators is sufficiently high, and that the people would dread the result of a revenue assessment. There can be no doubt that the terms on which land is held in Sungei Ujong and Jelebu are low as compared with those prevailing in the Colony and other States.

33. The registration of title deeds and other documents brought in fees to the amount of \$1,770.

Coast	-	-	-	-	308
Jelebu	-	-	-	-	399
Seremban	-	-	-	-	1,063

Total \$1,770

The collector of land revenue, Seremban, reports that "it is now understood that all deeds relating to land are to be brought to the land office for registration, and many conveyances, mortgages, etc., are drawn up in the office on Government forms." In the other districts, very few documents of any sort were presented for registration, copies were taken of all documents registered relating to land.

34. PADI PLANTING.—The collector, Coast District, reports that there were good crops of padi at Jimah, Tampin, and Ulu Linggi, but there is still much padi land lying abandoned at Tanah Merah (Lukut) and Sungei Raya. He issued 50 leases for 217 acres in 1893, and holds 162 leases for 388 acres still unissued. The collector of land revenue, Seremban, reports that he has 1,145 *sawah* leases in his district for 3,526 acres, of which 57 leases for 219 acres, were issued in 1893. He estimates the total area of padi cultivation at 2,570 acres. The padi harvest was a good one, and the crops at Lenggeng were remarkable (900 acres). The Pantai people this year planted up nearly all their land (300 acres). There is much land still available for padi planting in the Labu Valley, and at Sungei Tijam. Seed was procured from Penang by Mr. Egerton, the late officer in charge, but arrived somewhat too late to be of much use.

35. The Dato Bandar continues to take an interest in padi planting, as noted in the 1892 report, but it is remarkable that he did not plant his own sawahs in the Labu Valley—nor did he assist in the distribution of the Penang padi seed.

36. In Jelebu, padi planting is almost the only form of Agriculture, and the subject is touched on by the collector in his report. I believe it will be found possible to extend padi cultivation considerably in both States by regulating planting operations, and making judicious advances to headmen of tried energy and honesty.

37. COFFEE PLANTING.—Two blocks of land of 1,000 acres each were taken up during the year for coffee planting, one at Sinawang, four miles from Seremban, by a syndicate represented by Messrs. Dunnam and Penny, and one at Pario (close by) by Mr. A. Braddon. On both, planting has been commenced.

38. The Ribu Estate, under new owners, was greatly improved. The Linsum and Siliau Estates (Mr. T. H. Hill), continued to be prosperous. The out-turn of coffee for the year was slightly less than in 1892 (941 pikuls against 1,061 pikuls), but

there was a heavy crop taken in just at the end of the year, which could not be quickly dried owing to wet weather. The area in partial bearing was greater than in 1892 by 50 acres. I give the returns supplied to me by Mr. Hill, which speak for themselves.

Linsum Estate crop return for 1893 :—

Field No.	Age of Field.	Acres No.	Cherry in boxes.	Out-turn of clean coffee at 9 boxes to the pikul.	Yield per acre.	Remarks.
				Pikuls. c.	P. c.	
1	5/7/1861	15	692 $\frac{1}{2}$	78 50	5 33	
2	1880	25	1,426 $\frac{1}{2}$	162 50	6 50	
3	1888	35	300 $\frac{1}{2}$	36 00	6 00	Only six acres in bearing.
4 & 5	1882	23	1,349	152 25	6 50	
7	11/12/1889	62	2,394 $\frac{1}{2}$	272 00	4 33	
8	4/10/1891	50	84 $\frac{1}{2}$	10 00	—	In partial bearing.
Totals		210	6,248	711 25	*5 63	

* Average per acre.

Siliau Estate crop return for 1893 :—

Field No.	Age of Field.	Acres No.	Cherry in boxes.	Out-turn of clean coffee at 9 boxes to the pikul.	Yield per acre.	Remarks.
				Pikuls. c.	P. c.	
1	1888	4	192 $\frac{1}{2}$	22 00	5 50	
2	1881	9	646 $\frac{1}{2}$	73 00	8 00	
3	1882	23	866	97 00	4 25	
4	1883	9	333	38 00	4 25	
Total		43	2,038	230 00	*5 50	

* Average per acre.

It will be noticed that the average crop for the whole area in bearing is 5 $\frac{1}{2}$ pikuls per acre (allowing 9 boxes to the pikul.)

39. The total export of coffee was stated to be 1,007 pikuls, about 40 pikuls having been turned out on two small plantations on the Linggi River.

40. Eight applications by natives for land for planting coffee were made in the Coast District, and many native owners both in Sungei Ujong and Jelebu are beginning to make small plantations of coffee. I am of opinion that these efforts should be encouraged, and regret that a small vote for Government coffee nurseries was cut out of the 1894 estimates. It is being found that Liberian coffee will grow on almost any kind of soil here. I have seen it growing on the spoil bank of an old tin mine, and, at the present prices, no form of agriculture could be more remunerative.

The State is offering land in blocks up to 500 acres on merely nominal terms (as in Perak), subject to the condition that a fourth of the whole area must be planted within five years.

41. This State benefits little directly by the prosperity of the Linsum Estate, owing to the exceptional terms under which it is held. No rent is paid, and at the present price of coffee (\$43 a pikul) the export duty is less than $\frac{3}{4}$ per cent. Under the terms now offered to planters, the duty cannot be raised above 2 $\frac{1}{2}$ per cent. *ad valorem*.

42. Tapioca is grown on a number of estates owned and worked by Chinese along the coast. The export, 25,694 pikuls, is less than that of last year by 5,423 pikuls—partly owing to land being worked out, and partly to the breaking down of an engine.

43. The total area of land leased for tapioca is about 26,000 acres (17 estates). A lease for 8,000 acres at Jimah was issued to Chan Kim Bok and Chan Ong Bee, men of capital and experience in tapioca planting, on very easy terms, and preparations for opening out on an extensive scale were made.

44. It is a matter of regret that in the majority of leases the export duty is limited to 10 cents a pikul, as should tapioca go up in value the State will not benefit. There is not much land on the coast now available in large blocks, and what there is should be reserved for coffee.

SUNGEI
UJONG
and
JELEBU.

SUNGEI
UJONG
and
JELEBU.

45. GAMBIEE.—The export for the year amounted to 21,419 pikuls, exceeding that of the year before by 2,300 pikuls. Of this, 12,680 pikuls came from Loh Cheng Keng's estate at Tanah Merah, 4,000 from Port Dickson and Lukut, and 5,000 from Pengkalan Kempas and Sungei Raya.

46. PEPPER.—The export for 1893 amounted to 3,872 pikuls, an increase of 750 pikuls over 1892. Of this, 2,331 came from Loh Cheng Keng's estate at Tanah Merah. This estate, for the cultivation of gambier and pepper, lies between Tanah Merah on the Lukat River and the Sepang River, the boundary with Selangor. It covers (in Sungei Ujong) about 15,500 acres, paying an annual rental of \$1,551, in addition to the export duty of 30 cents a pikul on pepper, and 15 cents on gambier. It employs about 1,000 coolies, distributed in some 52 different *bangsals* or farms. The estate is flourishing and well managed.

47. Gambier and pepper are, as a rule, cultivated together, but there are a number of small holdings along the coast between Lukut and Pengkalan Kempas cultivated with gambier only by Malays, who never attempt to grow pepper. Owing to low prices, the small holdings both for gambier and pepper were not prosperous during 1893. Pepper, to a certain extent, is cultivated on some tapioca estates, and the Dato Bandar's estate at Jimah (leased to a Chinaman) turned out 102 pikuls, "Linsum" and "Ribu" turned out a small quantity.

48. The export duty of 15 cents per pikul on pepper and 10 cents on gambier is not high, but it would not be advisable to increase it in the present state of the market.

49. The State has been much hampered by the existence of a concession granted in 1876 to a Chinaman named Toh Eng Siew, and now owned by a Chinese merchant in Singapore, named Seah Liang Seah. Under this, 11,000 acres are held free of rent, and no export duty can be levied on the pepper and gambier exported, while opium is admitted at \$1 a ball less than for the rest of the district, and spirits, gambling, and pawnbroking are allowed free. In spite of these advantages, only 3,000 acres have been opened up, and the export of both pepper and gambier has been steadily diminishing. Little is known of what goes on on this estate, there being no access to it from any part of the district except up a muddy creek, and then only at high tide. Fortunately, the concession will expire in 1896, and, in the meantime, it is proposed to connect it in 1894 with Port Dickson and Pengkalan Kempas by a bridle-path.

Timber royalty, and fees paid by woodcutters, brought in only \$2,500 for Sungei Ujong and Jelebu. This is not satisfactory, and it may be desirable to enforce more strict regulations in this direction.

50. MINING.—Mining in the Coast District is in the tentative stage. About 40 miners were employed at Jimah, near Lukut, formerly a flourishing tin district. The total duty collected only amounted to \$477 (203 pikuls of ore). The miners should be allowed the privilege of cooking their own opium, as in other parts of the State. Under the present Coast Chandu farm they cannot do this. In Sungei Ujong the export of tin-ore amounted in 1893 to 22,831 pikuls. The Jelebu export was 35,036 pikuls. The following table shows the tin duty of the State for the last five years:—

Year.	Sungei Ujong.	Jelebu.	Coast.
	\$	\$	\$
1889	49,586	6,845	—
1890	48,771	18,160	—
1891	49,445	24,766	—
1892	53,647	77,184	248
1893	69,606	97,462	447

51. The estimate was exceeded by \$10,716. Sungei Ujong alone gave a surplus of \$13,006, but there was a deficiency in Jelebu of \$2,537. Compared with the previous year, the increase is \$36,434, of which Jelebu contributed \$20,273, and Sungei Ujong \$15,958. These figures are very hopeful and show that the chief item of revenue of both States has been steadily advancing.

52. There were, at the end of the year, in Sungei Ujong, 79 mines, employing about 3,800 men. One of the largest mines was at Gedong Lalang, three miles from Seremban, close by the roadside. This employed about 190 coolies, and gave a yield of some 500 bharas of melted tin. Other important and promising mines are situated at Mambau, Setul, and Lenggeng. A road to the latter place (13 miles from Seremban) is on the Estimates for 1894, and will, it is hoped, be completed before the end of the year.

53. The leading miners are the firm of Kong Sang and Captain Lee Sam (who turned out last year about 300 tons of tin from his mines at Gedong Lalang). There were several engines at work for pumping, and the opium farmer, Chan Kong Pian, has started prospecting with proper boring apparatus.

54. There were, at the end of 1893, 127 lampan workings in Sungei Ujong, employing about 700 men. The total number of miners may be put at 4,500. Thirty-six mining leases, for 360 acres of land, were issued during the year. There are still a large number of mining leases on the Land Office books that have become liable to forfeiture through failure to open up within a given time. These should be gradually resumed after the requisite formalities (notice and "Gazette") have been observed.

55. Although the Jelebu tin revenue did not quite come up to the estimate, it largely exceeded that of any previous year.

56. The concessions to the European Mining Companies were finally closed before the end of the year.

57. Land to the extent of 2,860 acres, held under 54 leases, was surveyed for the Jelebu Mining and Trading Company; 31 of these leases had been issued at the end of the year; 2,002 acres are held by the Jelebu Mining Company under 51 leases, all of which have been issued. They have the right, under the terms of their concession, to export tin at \$1 a bhara, less duty than other miners in Jelebu.

58. The selections of the two companies are scattered all over the State, and the majority not being clearly defined on the ground presented a real obstacle to Chinese prospecting enterprise.

59. At the end of the year, the Jelebu Mining and Trading Company had 58 mines opened, employing about 1,500 miners. The Jelebu Mining Company had 56 mines with 1,600 coolies. Mr. Dunman worked four mines, employing 250 coolies; a few mines were reported to have been worked out.

60. The number of independent Chinese mines was 28. Both companies advance money to Chinese working on their selections, and sink capital in the erection of *kongsis* houses, water-wheels, channels, chain-pumps, &c.

61. The Jelebu Mining and Trading Company are also dealers who undertake to supply the mines with food and necessities, deducting for these at a given rate when paying for the tin received from the mines. By agreement, they also deduct a fixed sum per bhara (\$18) to cover profit, interest, Government duty, &c. The Jelebu Mining Company do not deal in mining necessities, but deduct 10 per cent. on the advances and capital invested, in paying for their tin. Both companies buy ore in order to suit the requirements of the tin trade in the Straits. The export of tin ore has increased from 15,000 pikuls in 1890, to 28,700 in 1893. (Smelted tin exported in 1893, 29,300 pikuls.) It is found that tin can be much more economically smelted at the Straits Trading Company's works in Singapore than by the rude methods of the Chinese. The Chinese, however, prefer their rude methods—partly from their conservative instincts, and partly because they distrust European methods of weighing and valuing the tin ore.

62. There is no doubt that European capital and energy have done well for Jelebu, but at present there is some danger that the conflict between European interests and Chinese prejudice will retard the development of tin mining in that State. This, taken with the fact that some of the mines have been exhausted, and prospecting in directions where tin was thought to exist has given unfavourable results, justifies a certain amount of anxiety, and it may be found necessary, in the interests of the State, to employ one or more trained mining prospectors, as in Perak.

63. The total number of mines open in Jelebu at the end of the year was (about) 150. The total number of miners may be put at 4,000. The total area of mining land alienated in Jelebu, up to the end of 1893, was 4,176 acres.

64. The valuable mines at Titi were in part worked out, and the mining town which sprang up there so rapidly has begun to dwindle.

65. Indications of a tin lode were discovered by the Jelebu Mining and Trading Company, not far from Titi, in the Glami Valley, but up to the end of the year the Company had not obtained any definite result from their prospecting operations. They desired to obtain the monopoly of the right to prospect for lode tin over an area of some 2,000 acres round Titi.

66. Mining registers were kept both in the Seremban and Jelebu land offices, and the maps by which they are supplemented are fairly reliable. It will be desirable to have convenient "mukins" or revenue districts defined in both Sungei Ujong and

Jelevu, and separate registers of agricultural and mining titles prepared for each mukim, as is now being done in Selangor. But little fresh demarcation will be required, as most of the titles have already been surveyed, and the boundaries are known.

DISTRICT OFFICES.

Jelevu.

67. The following table gives the revenue collected under its different headings, compared with the estimate and the collections for 1892. (Cents omitted.)

	1893.	Estimate, 1893.	1892.
Land	\$ 7,265	\$ 6,600	\$ 5,205
Licenses	42,509	43,160	40,581
Posts, Telegraphs, and Stamps	414	830	418
Customs	99,275	102,000	79,858
Fines and Fees of Court	1,512	1,900	1,881
Fees of Office	4,207	4,025	2,909
Miscellaneous Receipts	30	100	11
Reimbursements	1,562	510	487
Interest	—	50	136
Total	156,773	159,175	131,437

68. LAND REVENUE.—The premia collected were \$854 less than the estimate, and \$803 less than in 1892. Land rents were \$322 more than in 1892, and \$155 over the estimate. House assessments were \$962 more than in 1892, and \$598 more than the estimate. Survey fees exceeded the estimate by \$1,550, and the collection in 1892 by \$1,780.

69. Under Licenses, extra opium duty was \$1,320 more than in 1892, but \$1,040 less than was estimated.

70. Under Customs, the tin duty brought in \$20,277 more than in 1892, but \$2,537 less than the estimate. There would have been a larger deficit if the duty had not been raised.

Jungle produce yielded \$1,067 less than in 1892, and \$627 less than the estimate. (There were corresponding decreases of \$275 and \$435 under this head in Sungei Ujong.)

71. Under Posts and Telegraphs there is a deficit of \$394 for private telegrams.

72. REIMBURSEMENTS.—The increase of \$1,116 is due to the transfer of a balance from the suspense account. With the exception of premia and collections on jungle produce, the above results are very satisfactory.

73. EXPENDITURE is \$106,706. This does not call for any special remark except that Jelevu contributed in 1893 about \$50,000 to the joint revenue of the State.

74. The collector (Mr. Arthur Keyser) has sent in a report on his district, which I forward with this in original.* Therein, every subject of interest in connexion with the administration of Jelevu has been dealt with at length. The chief points to be noted are the relations between Chinese miners and European capitalists, the development of agriculture, and the acquisition of land from Malays for mining purposes. The latter is a difficulty that has occurred and will continue to occur in all the Native States and is at present engaging the special attention of Government. I see no reason for refusing the right to mine to Chinese provided proper compensation is paid, and subject to proper regulation. It is quite certain that, if tin is to be found there, these rice-fields will be mined sooner or later.

* Not printed.

Coast District.

SUNGEI
UJONG
and
JELEBU.

75. The details of revenue, together with the collections in 1892 and the estimate for 1893, are here stated :—

	1893.	Estimate, 1893.	1892.
	\$	\$	\$
Land - - - - -	17,119	15,850	5,147
Licenses - - - - -	18,706	20,323	17,612
Customs - - - - -	8,346	8,000	7,386
Posts and telegraphs - - - - -	58	30	41
Port and harbour dues - - - - -	502	600	389
Fines and fees of court - - - - -	748	1,000	854
Fees of office - - - - -	662	725	1,577
Miscellaneous receipts - - - - -	51	25	7
Reimbursements - - - - -	561	500	554
Total - - - - -	46,756	47,756	33,570

The large excess under land revenue over 1892 is partly due to the fact that payments of rent, &c., previously credited to Seremban were credited in 1893 to the Coast District.

76. Under land revenue, Premia, \$6,073, are \$73 in excess of the estimate. A sum of \$3,148 was realised by sale of town lots at Port Dickson, a satisfactory result.

Land rents are \$1,450 above the estimate and \$1,566 more than in the preceding year. This is the result of increased energy in the Land Office, and reflects credit upon the collector, Mr. W. Douglas, and his assistant, Mr. G. W. Orton. Survey fees gave an excess over the estimate of \$243 and an increase on the collection made in 1892 (\$1,325). Sawyers and woodcutters' fees brought in \$225 more than was estimated, and \$124 than was collected in 1892. Under the head of timber royalty there was a deficit of \$177, but an increase over the receipts for 1892 by \$53.

77. LICENSES.—The extra opium duty shows a deficit of \$1,760. This is owing to the exception of the Coast (Chandu) Farm from the extra opium duty (\$2 a ball) by the Governor in the middle of 1893. The coast estates have since evaded the payment of this extra duty by purchasing cooked opium from the farm.

78. CUSTOMS.—The slight increase (\$198) in tin duty is a satisfactory indication. The excess of \$16 on an estimate of \$1,250 for jungle produce is remarkable, as in Sungei Ujong and Jelebu there are considerable decreases under this head, and shows that the Penghulus are vigilant and active. The duty on tapioca was less than was collected in 1892, as elsewhere explained. For gambier, pepper, and coffee there were increases.

79. PORT AND HARBOUR DUES.—Registration of boats and fishing stakes show a deficit. The collector reports that great care has been taken to register all boats.

80. The expenditure of the coast district amounted to \$27,778, thus showing a surplus of nearly \$20,000 dollars of revenue over expenditure.

81. The collector deplores the absence of a frontier police station on the road to Malacca. For police, revenue, and statistical purposes, it is very desirable to have a station there.

82. The revenue collected in the Sungei Raya and Linggi divisions of the district, under charge of Mr. Orton, amounted to about \$10,000. The number of criminal and civil cases heard by him was 146. I am of opinion that an assistant collector will be unnecessary in the coast district as soon as the roads and bridle-paths now under construction have been completed.

83. By arrangement with the Government of Selangor, a Government steam launch service was to be extended to the coast district of Sungei Ujong in 1894. This, if regular, will be a great assistance to the district officer.

84. The construction of a 16-foot road from Port Dickson to Lukut was completed during the year with the help of a contribution of \$2,000 from Chan Kim Bok, who is about to open a large tapioca estate at Jimah. It is important that this road should be extended to Tanah Merah (6 miles), where there is a considerable Chinese population and a steamer from Singapore touches once a week, and then from Tanah Merah to Sepang (9 miles). There are excellent native tracks nearly the whole way, which could very easily be converted into bridle-paths. There are a few swamps and rivers which would have to be bridged. Loh Cheng Keng, the owner of the large gambier

and pepper estates at Sepang, has undertaken to bridge the Sepang River at his own cost, and thus bring the Sungei Ujong and Selangor coast road systems into touch.

85. The extension of the road from Port Dickson towards Pasir Panjang was stopped in 1893, the vote for that service having been cut out of the estimates for the year. In 1894 there is \$5,000 available for coast roads and bridle-paths, and it is hoped that it will be possible to extend a path at least as far as Pasir Panjang (17 miles). There is now a drivable road for six miles in that direction.

EMIGRATION AND IMMIGRATION.

86. The only emigration and immigration returns for the State were kept at Port Dickson and Lukut. The totals for the year were 19,714 emigrants and 15,551 immigrants. These figures are obtained from the manifests of steamers touching at Port Dickson, and are not very reliable. The numbers of Chinese entering and leaving by the Selangor and Malacca roads must have been considerable, and of these no account was taken.

PUBLIC HEALTH.

87. Dr. Braddon, Residency surgeon, reports, "The year has been less fortunately free from diseases than formerly." Cholera appeared in the Linsum estate in February, causing four deaths, and later in a Malay kampong in Ulu Jelebu, where there were three deaths. In both cases the *materies morbi* appears to have sprung from defective water supply (shallow catch-pits filled with surface drainage). Small-pox was twice reported at Jelebu, but gained no headway, all the people having either had it formerly or having been vaccinated.

88. The Residency surgeon is in favour of establishing quarantine for native pilgrims returning from Mecca and other places. As nearly all pass through Port Dickson, this would not be difficult.

89. Three hundred and sixty persons were vaccinated, as against 134 in 1892 and 102 in 1891. It is not known how many cases were failures. Arrangements were made for procuring buffalo lymph from Saigon, instead of the vaccine supplied from England through the Medical Department in Singapore. The buffalo lymph gave excellent results.

90. A fatal epizootic disease broke out amongst buffaloes and other cattle at Titi and other places in Jelebu during the autumn. Foot-and-mouth disease, *aphthæ epizootica*, was prevalent in Sungei Ujong early in the year in a mild form, and was thought to have been brought from Jelebu.

91. The following mortality table is derived from returns sent in by the Police Department. Both the police returns and the census figures on which the rates per mille are based are probably very incorrect, but the table itself is interesting as the first attempt to estimate the general mortality of the State (Sungei Ujong). No birth returns or careful immigrant and emigrant registers have ever been kept in this State. The number of deaths amongst Chinese from "unknown causes" and beri-beri is remarkable. Fever amongst the Malays and others, and diarrhoea and dysentery amongst the Tamils (other nationalities) were the most fatal.

Sungei Ujong Death Return for the Year ending 31st December 1893.

Population at census 1891—Chinese, 7,681; Malays, 9,341; other nationalities, 1,145; total 18,167.

	Actual Number of Deaths, and Nationality.				Corresponding Rates per Mille.			
	Chinese.	Malays.	Other Nationalities.	Total.	Chinese.	Malays.	Other Nationalities.	General Mortality.
Accident and traumatism	23	1	2	26	2.99	.10	1.74	1.43
Beri-beri	80	14	1	95	10.41	1.49	.87	5.22
Diarrhoea and dysentery	53	26	23	102	6.90	2.78	20.08	5.61
Fever	58	52	8	118	7.55	5.56	6.98	6.48
All other causes	115	93	20	228	14.97	9.95	17.46	12.55
Total	329	186	54	569	42.83	19.91	47.91	31.32

92. There was no death from hydrophobia.

93. HOSPITALS.—3,575 cases were treated in the Sungei Ujong and Jelebu hospitals during the year.

	In-patients.	Out-patients.	Total.
Seremban Hospital - - -	883	1,010	1,893
Do. Gaol Hospital - - -	122	—	122
Jelebu Hospital - - -	360	1,200	1,560
Do. Gaol Hospital - - -	2	—	2
Total - - -	1,367	2,210	3,577

In 1892, 1,285 in-patients and 2,862 out-patients were treated.

94. SEREMBAN HOSPITAL.—The following table gives admissions and diseases treated during the last three years:—

Disease.	Number of Admissions.		
	1891.	1892.	1893.
Beri-beri - - -	258	138	297
Fever - - -	185	124	136
Dysentery - - -	27	30	25
Chronic diarrhoea - - -	49	37	22
Anæmia - - -	2	22	35
General debility - - -	103	56	38
Ulcers - - -	224	176	113
Traumatism - - -	—	27	11
Other disorders - - -	239	101	107
Total - - -	1,087	741	818

Six hundred and twenty-five of these patients were Chinese, 116 Tamils, and 23 Malays. The type of beri-beri treated in 1893 is described as less severe than in 1892. The percentage of mortality was 9·06 of all cases, as against 14·20 in 1892. The average daily number in hospital was 87·1, and the average stay in hospital 37·75 days. Thirty-nine police constables (23 Sikhs and 16 Malays), 13 statute immigrants, 22 paying patients, and 744 paupers were treated. 1,010 (1,114 in 1892) out-patients were treated on 1,386 different occasions, mostly for beri-beri, fevers, ulcers, and minor ailments.

95. In the prison infirmary, Seremban, there were 122 admissions, amongst 288 prisoners incarcerated, for dysentery, fever, diarrhoea and other ailments. There were three deaths.

96. Twenty-four persons were brought under detention as lunatics, and five remained under observation at the end of the year, of whom two are thought to be hopeless lunatics.

97. JELEBU HOSPITAL.—Three hundred and sixty patients were treated during the year, of whom 335 were new admissions. The mortality was 20·05, which is a great improvement on that of 1892, 30·05.

The deaths, 74 in number, were due to the following causes:—

	Cases.	Deaths.	Per cent.
Beri-beri - - -	158	23	14·55
Fever - - -	17	1	5·88
Diarrhoea - - -	27	19	70·37
Dysentery - - -	16	6	37·05
All other disorders - - -	117	25	21·37

Three hundred of these patients were Chinese and 27 Tamils (250 were stated to be mining coolies). The average daily number was 29·05, and the average stay in hospital 29·45 days. 1,200 out-patients were treated on 1,680 different occasions, of these, 958 were Chinese and 356 Tamils. 1,223 were treated in 1892.

98. The hospital was moved to its present site at Titi Petaling on 21st September. The Residency surgeon is of opinion that the diminished death-rate and the mild types of disease treated are evidence that Jelebu is becoming more healthy, and the hospital treatment is becoming more appreciated.

99. The cost of each patient treated in the Seremban Hospital is worked out to be 35.73 cents per diem, or \$133 a year. For Jelebu the figures are 83.51 cents and \$222.65. This does not include cost of hospital buildings or repairs. I consider these rates are high. Taking all the Malacca hospitals the daily average works out to about 23 cents a head, but labour and all prices are cheaper there.

100. The cost of out-door relief was \$542, or about 14 cents for each attendance.

101. The daily cost of diet and cooking for Seremban was 14 cents a head, for Jelebu about 18 cents. (Malacca—Chinese, 7½ cents; Malays, 8½ cents).

102. The total expenditure of the department was \$16,949.45. Hospital reimbursements amounted to \$507.71.

103. No dresser for the Seremban Hospital could be obtained for the salary offered (\$20 a month) and the duties had to be discharged by dressers from the hospital at Bukit Nanas, nearly a mile away. This was often found to be inconvenient. Quarters should be built near the gaol.

104. New dressers' quarters and a new block containing offices, operating, and microscope rooms were added to the Seremban Hospital, which at the end of the year was in a satisfactory condition. Wards for females and lunatics and a small bungalow for European patients near the hospital are still required.

105. The new Jelebu Hospital, with two wards for 40 patients each, was completed in 1893, and occupied on 21st September. It is somewhat far from Kuala Klawang (1½ miles), but the site is otherwise a good one and the buildings suitable.

106. SANITATION.—There is no sanitation of any sort in Sungei Ujong or Jelebu. Both in Seremban and Kuala Klawang the drainage is extremely imperfect. "The wells in use are of surface water only and invite contamination from those dejecta as to the proper disposal of which Orientals have neither knowledge or disposition." The establishment of some not too elaborate sanitary authority for Seremban and Kuala Klawang is urgently required, or the absence of epidemic disorders will continue to be a matter of chance.

107. In Appendix II.* I have added some notes by the Residency surgeon on the subject of anæmia, beri-beri, and opianism, together with a table prepared by him.

RAINFALL AND TEMPERATURE.

108. The following are the maxima and minima of observations recorded at the Seremban Hospital:—

Pressure of atmosphere	{	Max.	29.966	14th April, Seremban.
		Min.	29.601	26th May
		Annual Mean	29.867	"
Temperature of air	{	Max.	97°	30th April
		Min.	61°	10th July
		Annual Mean	89.9°	"
Temperature of solar radiation	{	Max.	160°	22nd May
		Min.	112°	30th "
		Annual Mean	186.3°	"
Temperature of radiation	{	Max.	78°	20th July
		Min.	50°	14th April
		Annual Mean	62.2°	"
Relative humidity of atmosphere	{	Max.	100	27th January
		Min.	39	4th August
		Annual Mean	8.04	"
Rainfall	{	Max. monthly	14.85 in.	March, P. Kempas.
		Min.	"	2.60 in. May, Jelebu
		Annual rainfall	84.98 in.	(mean of four stations for five years).

POLICE AND CRIME.

SUNGEI
UJONG
and
JELEBU.

109. The strength of the police force was 261 on the 31st December 1893; 12 short of the number provided for in the estimates, recruiting having been stopped by order of the officer in charge in November. The constitution of the force was as follows:—

Four European officers {		1 superintendent.
		2 inspectors.
		1 acting inspector.
171 Malays {	1 sergeant-major.	2 sergeants.
	7 sergeants.	1 corporal.
	8 corporals.	11 lance-corporals.
	15 lance-corporals.	66 privates.
	140 police constables.	2 buglers.
52 Sikhs {		
Five detectives.		

Twenty-four Malays were discharged and 11 dismissed, 25 were recruited; 17 Sikhs were discharged and 1 dismissed, five were enlisted. One Sikh retired on a pension. On the 1st of January 1893, the Sikh strength was reduced by 13 men. Further reductions to the number of 38 Malays and 17 Sikhs were made at the end of December 1893.

110. Captain MacKenzie reports that Inspector Hennessey has continued to show himself energetic and hard-working in charge of the Jelebu police. Mr. G. Bridges was temporarily appointed to act as inspector during the absence of Inspector Conway on leave.

111. The non-commissioned officers (45) are reported to have worked well. There were 15 defaulters. The Sikhs, whose duties are confined to furnishing guards and escorts, performed these duties efficiently. They are remarkably smart and soldier-like on parade. The Malays, whose duties are more numerous and difficult, are not so well spoken of by the superintendent. The defaulters' return shows 202 reports against members of the force, of which seven were dealt with by the magistrate (allowing prisoners to escape, desertion, insubordination, theft, illegal gratification).

112. Every recruit went through a musketry course, in addition to the annual course; 42 men (11 Sikhs and 31 Malays) were classed as marksmen. The superintendent reports that 50 per cent. of the 207 police rifles are useless, except for parade purposes, and very few are really serviceable. I am of opinion that the Sikhs, at all events, should be armed with Martinis; 50 new rifles would suffice.

113. POLICE BUILDINGS.—A new station and barracks were erected at Port Dickson at a cost of \$3,820. A new station at Pasir Panjang cost \$800 (a cheap and creditable piece of work); new barracks for the Sikhs at Kuala Klawang cost \$1,000; and police latrines, Seremban, \$500.

114. The barracks for married Malays at Seremban and the stations at Rantau, Pantai, Bukit Putus, and Titi, are all wooden buildings and reported to be in a bad state of repair.

115. There are 16 police stations in the State. Excluding the town station at Seremban, the Rasak station, two miles off, and Titi and Kuala Klawang in Jelebu, which were constantly visited, the average number of visits by a European officer was 11 (the least number of visits was four, to the Bukit Putus station). 138 police of all ranks serve in Sungei Ujong, 69 in Jelebu.

116. CRIME.—Two cases of murder, one highway robbery, two gang-robbery, and one case of riot occurred during the year. In one case, the murderer was arrested, and subsequently executed in the Seremban Gaol. In the highway robbery case, three men were arrested and two convicted. In the riot case (Titi) 12 persons were convicted. In one murder and two gang-robbery cases no convictions were secured. 2,144 reports, 1,178 arrests, 1,064 convictions were recorded for 1893, against 2,034 reports, 1,123 arrests, and 1,091 convictions in 1892.

117. Theft and mining offences constitute the bulk of the cases, and nearly all are reported at Titi, Kuala Klawang, or Seremban. In Jelebu, there were 473 mining offences, and in Sungei Ujong 258. These were nearly all cases of coolies absconding from mines and were punished with imprisonment, and occasionally flogging. Eight men were arrested on the charge of crimping for mines in Selangor. The theft cases were for the most part trivial, as also the assault cases. Deducting the offences reported under these headings, there were 664 cases reported in 1893 against 826 in 1892. It is likely that many crimes of violence take place amongst miners and others in outlying places in the jungle that are never reported to the police.

118. The superintendent is unable to report that he has received assistance from either Chinese or Malay headmen, in detecting crime or arresting criminals.

Eight hundred and eighty-seven deaths were reported to the police in Sungi Ujong and Jelebu in 1893 against 859 in the previous year. No register of birth was kept.

119. Thirty-one inquests were held by the superintendent of police during the year.

120. COST OF POLICE FORCE.—The cost of the police force (261) amounted in 1893 to \$50,420. Owing to the reduction made at the end of the year (to 206), the total cost for 1894 is estimated at \$41,329. This may be compared with an estimate of \$140,000 for the Selangor police (699, exclusive of band), and \$17,000 for the Negri Sembilan police (126). Considering that the cost of the force had risen from \$28,000 in 1887 to \$50,000 in 1893, some reduction was needed. From the above cost for 1893 should be deducted a sum of \$725 paid by private individuals for police service (Loh Cheng Keng, a Chinese landowner at Tanah Merah on the Lukut River, pays for the services of a corporal and four men).

121. Revenue to the extent of nearly \$10,000 was collected by the police department for cart and gharry taxes (521 carts, 82 gharries, and 134 licensed drivers), cattle and emigrant passes and sundry licences. Application has been made by Inspector Hennessy, who collected nearly \$4,000 in Jelebu, for the services of a clerk, and this I think should be allowed to him.

122. The number of registered prostitutes (Chinese and Japanese) at the end of the year was reported to be 43 in Sungei Ujong and 34 in Jelebu. It is the duty of the police to record the arrival and departure of these women. No fees are collected.

123. POLICE.—The question of the pay of the Sungei Ujong and Jelebu Police has been dealt with by the superintendent of police with reference to a paragraph of the Secretary of State's Despatch upon the Annual Report for 1892. He has furnished me with the following table, showing rates of pay for the police in Sungei Ujong, Straits Settlements, Selangor, and Negri Sembilan:—

		[Sungei Ujong.	Colony.*	Selangor.*	Negri Sembilan.*
		\$	\$	\$	\$
Sikhs	{ Sergeants	180	264 and 240	216 and 180	—
	{ Corporals	156	192 and 180	168 and 144	—
Malays	{ Sergeants	180	264 and 240	216 and 180	180
	{ Corporals	156	156, 180, and 168	168 and 144	144
Sikhs	{ 1st class private	132	132	120	—
	{ 2nd class "	120	120 and 108	—	—
	{ 3rd class "	108	108 and 96	—	—
Malays	{ 1st class constable	120	120	120	108
	{ 2nd class "	108	108	108	96
	{ 3rd class "	96	96	—	—

* Good conduct pay in addition to pay here stated.

Police of all ranks (69) serving in Jelebu receive \$12 a year more than is shown in the above table, to meet a higher cost of living. From this it will appear that rates of pay in the Colony are much higher than in Sungei Ujong, that they are also higher in Selangor, where \$5,000 is estimated for good conduct pay in 1894, and that the rates in Negri Sembilan are lower than in Sungei Ujong, but the police there will receive good conduct pay to the amount of \$900 in 1894. It is true that the pay of constables at starting is less than the pay that can be earned by Sungei Ujong Malays on daily wages as coolies, cart-drivers, &c.; but against these facts it must be remembered that promotion in the Sungei Ujong force has been rapid—much more rapid than in the Colony—and that men can look forward to pension after 10 years' service, and to certain employment, with clothes and lodging found for them in the meantime. It is a well-known fact that police service in their own country is not looked on with favour by the Malays of any given state or settlement, and we find that in the Sungei Ujong force there are only 12 natives of Sungei Ujong, and not a single native of Jelebu. I have no doubt, however, that a sufficient supply of recruits will continue to be forthcoming from Rembau and Malacca in the future, as in the past, at the present rates of pay, although they will probably not remain in the force so long as they would in the neighbouring States. A small concession might be

made by abolishing the third-class constables and letting recruits join as second-class constables at \$108. On the 1st January 1894, this would have affected 30 men, and the cost to the State would be \$360 for the year.

124. It is not satisfactory that at the end of 1893 the majority of the Malay police were found to be serving under expired agreements and might at any time leave on a month's notice—as many of them have, in fact, done.

125. PRISONS.—There are two prisons in the State, one at Seremban and one at Kuala Klawang in Jelebu. The Seremban prison consists of a walled-in enclosure with two square blocks inside, besides kitchen, latrines, guard-room, office, and warders' quarters. The blocks are in two storeys; the lower part, built of bricks, in each is divided into cells for the custody of long-sentence prisoners; the upper portion, built of wood, is divided into four association wards for short-sentence prisoners, civil prisoners, lunatics, and those awaiting trial. The Jelebu Prison was a small wooden building with very limited accommodation, and not in any way enclosed. The new gaol, which was completed at the end of the year, is a brick building with cells and association wards more than sufficient for the present requirements of the State and is a vast improvement on the old one. It will be surrounded with a brick wall, with quarters for the gaol staff outside, during 1894.

126. Two hundred and eighty-eight prisoners were admitted into the Seremban Prison during the year, of whom 43 had been transferred from Jelebu. The nationalities of the prisoners were:—

Chinese	-	-	-	-	-	225
Malays	-	-	-	-	-	35
Tamils	-	-	-	-	-	17
Javanese	-	-	-	-	-	4
Bengali	-	-	-	-	-	3
Sikhs	-	-	-	-	-	3
Singhalese	-	-	-	-	-	1
Total	-	-	-	-	-	288

266 were discharged, three died, one was executed, four escaped. The number remaining on 31st December 1893, was 63. The daily average, excluding lunatics and prisoners awaiting trial, was 67.37. There were no escapes from the prison, but four from working parties outside; one of the four men was re-captured. The average daily number of lunatics was 5.40. The average daily number of prisoners awaiting trial was 4.76. Seven civil prisoners were committed during the year. There were 120 admissions to the gaol infirmary, the daily average in hospital was 3.21 or 4.1 per cent. of the total daily average. There were only two cases of beri-beri. Forty-eight prisoners underwent punishment for gaol offences. There were 11 floggings (six the maximum number of strokes). Ten prisoners earned discharge by marks for good conduct.

127. Short-sentence prisoners (up to six months) were daily employed in town scavenging, carrying water and wood, road work, clearing jungle, &c. No attempt was made to estimate the value of the work done by them. Long-sentence prisoners were employed within the gaol in carpentering, rattan, and bertam work, and in making prison clothes and mats. A sum of \$257 was realised for articles made in the prison. On 31st December 1893, there were four revenue grade prisoners, 13 short-sentence, 28 two years and under, and 18 over two years, in the prison.

There were 15 warders at the end of December, mostly Sikhs and Bengalis. Three were dismissed during the year for allowing prisoners to escape, and six were punished for drunkenness and other offences.

The total cost of the prison amounted to \$8,229 for 1893 (the Malacca Prison, with a daily average of 28, cost \$5,077). The average daily cost per head was 30½ cents. The ordinary (A) diet, which I consider to be an unnecessarily full one, cost 14¾ cents a day for Malays and 16 cents for Chinese. B diet cost 6½ cents and punishment diet 5½ cents.

An attempt was made to start a system for the identification of previously convicted criminals. A photographer was employed for part of the year, but "deserted" in November, leaving his camera behind him.

128. It may be said that this gaol serves its purpose fairly well; it cannot be expected that a high state of discipline will be maintained in a small prison, with a number of warders and their families living inside, and where the majority of the

prisoners work outside every day with but little supervision. Steps are being taken to remove the warders' quarters, and provide more intramural labour in 1894.

129. The number of prisoners admitted to the Jelebu Prison (in charge of Inspector Hennessey) was 228—Chinese, 210; Malays, 16; Bengalese, 2. Forty-three long sentence prisoners were sent to Seremban. Most of the Chinese, as pointed out under the head of "Crime," were sent to prison for absconding under advances, for short periods. There were four escapes, three of whom were recaptured. A warder named Yatin, while in charge of a labour party, was attacked by a convict with a parang, and died subsequently of his injuries. The murderer escaped, but was afterwards arrested in Sri Menanti, tried and executed at Seremban. The daily average in the Jelebu Prison was 14. Four warders were employed. Two were dismissed, one for allowing an escape, and one for leaving his gang. The cost of the prison amounted to \$1,846.

130. In the police station lock-up at Port Dickson, where there are five cells, an average of six short-sentence prisoners were kept throughout the year, including three short-sentence prisoners from Seremban to supply convict labour for the collector.

131. COURTS AND ADMINISTRATION OF JUSTICE.—The following returns show the work done in the Sungei Ujong and Jelebu Courts during the year:—

	Cases heard.			Fines, Forfeitures, and Fees.		
	Criminal.	Civil.	Total.	Criminal.	Civil.	Total.
1893—						
Sungei Ujong	444	410	854	\$ 1,349	\$ 948	\$ 2,058
Jelebu	434	249	683	1,079	432	1,511
Coast	225	217	442	507	243	750
Total	1,103	876	1,979	2,935	1,623	4,319
1892—						
Sungei Ujong	496	520	1,016	\$ 2,432		—
Jelebu	489	168	657	854		—
Total	985	688	1,673	1,831		—

132. There was a large deficit on the estimate of \$7,600 for fines and fees, chiefly in the civil fees at Seremban (\$2,051). There were no cases before the Residency Courts involving large amounts, as in previous years.

133. POLICE COURT, SEREMBAN :—

	Committed.	Convicted or Bound.	Discharged.	Undecided.	Total.
1892	13	318	164	1	496
1893	6	297	141	—	444

RESIDENCY COURT :—

	Convicted.	Discharged.	Total.
1892	9	4	13
1893	4	2	6

By an order of the officer-in-charge, the fee for filing a notice of appeal was fixed at \$10.

134. The Selangor Courts Regulation was applied to Sungei Ujong, by an order of the officer-in-charge (Mr. Egerton), and the collector and magistrate, Jelebu, was given the powers of a magistrate of the first class.

Later in the year, an order was issued assimilating the fees to be levied in the Sungei Ujong Courts with those in Selangor. There exists much confusion as to what laws the magistrates are to be guided by, as Sungei Ujong has no written enactments, and

conflicting orders have at different times been issued. The Indian Civil Procedure Code has, for instance, been adopted by the State Council as the law of Sungei Ujong, while magistrates are at the same time directed to guide themselves by the provisions of the Straits Settlements Ordinances and the Selangor Regulations.

PUBLIC WORKS AND BUILDINGS.

135. The amount voted for works and buildings was \$36,000; of this \$35,578 were expended.

	Amount voted.	Expended.
	\$	\$
Seremban	16,150	16,669
Coast	1,900	1,847
Jelebu	16,950	17,061
Total	36,000	35,577

136. A new hospital was built in Jelebu, and a new block and dressers' quarters added to the Seremban Hospital. A new gaol and Sikhs' barracks were built at Kuala Klawang, and new police stations at Port Dickson and Pasir Panjang.

137. The gaol at Kuala Klawang is a substantial brick building; the rest were all combinations of brick and plank. The Jelebu Hospital was roofed with ataps. About \$3,500 were spent in repairing existing buildings. The Superintendent of Works and Surveys (Mr. Caldicott) has recorded his opinion that certain buildings to be repaired in 1894 are not worth it, and should be replaced by new ones. All work done was of the simplest and cheapest description—although the work cannot be done very cheaply in Sungei Ujong compared with the Colonial rates, owing to the greater cost of labour and materials. Tiles, for instance, which cost \$4 per 1,000 in Malacca, in Seremban cost \$9, and in Jelebu \$11; and, in the same way, lime, cement, ataps, wire, nails, &c. are much more expensive than in Malacca. Bricks, curiously enough, are cheaper, but of very inferior quality, and timber is about the same price. The competition for contracts seemed to be limited to about a dozen individuals—four Chinese, the rest natives of India or Ceylon. The Superintendent of Works and Surveys reports that some of them do "fairly good work," and that nearly all are without capital.

138. ROADS, STREETS, AND BRIDGES.—Under this heading, money was voted and spent as follows:—

	Voted.	Spent.
	\$	\$
Seremban	28,050	28,499
Coast	3,500	3,471
Jelebu	25,300	25,070

139. CONSTRUCTION.—The only new roads under construction during the year were the Kenaboi Road from Glimau to the bank of the Kenaboi River in Jelebu (6 miles and 30 chains) and the Coast Road from Port Dickson to Lukut (4½ miles), and neither involved any expenditure of the State money. The Kenaboi Road was undertaken by the Jelebu Mining and Trading Company, under a contract to complete within the year, and payment (\$22,500) not to become due till 1895. The road was not completed within the year, and the Superintendent of Works and Surveys has reported that it is not likely to be completed before June 1894. The Lukut Road was made with \$2,000 contributed by a Chinese landowner in the Lukut District (Chan Kim Bok), whose estates will be largely benefited thereby.

140. Excluding a debt of \$3,700 for a road made in 1892 in Jelebu, 3½ miles of a bridle-path to Jerang in Jelebu (\$217 a mile, including bridges), may be said to be the only road extension for which the State had to pay in 1893.

141. UPKEEP.—There are about 90 miles of more or less metalled road in Sungei Ujong and Jelebu to be maintained, and 30 miles of bridle-paths. All radiate from Seremban; the most important is the road to Jelebu, which, passing over Bukit Tangga at an elevation of 1,200 feet, is continued through Kuala Klawang to Glimau, a total

distance of $34\frac{1}{2}$ miles. In 1894, another $6\frac{1}{2}$ miles (to the Kenaboi) having been completed, the length will be 41 miles. Next in importance to the Jelebu Road is the Setul Road, leading to Selangor, 16 miles of which are in Sungei Ujong territory. The old Linggi Road is 24 miles long. These were the only metalled roads up to the end of 1893. The total cost of upkeep (not including a sum of \$17,980 spent in metal for Jelebu Road) amounted to \$26,205. This includes renewal of bridges and about \$3,500 spent in widening, building retaining walls, and clearing jungle. The average cost of upkeep, therefore, per mile for roads amounted to nearly \$290 a mile, and for bridle-paths \$28 a mile. The actual cost of upkeep varied between \$124 a mile for the Linggi Road, \$312 for the Setul Road, \$254 for the Jelebu Road (exclusive of metal), and \$399 for the Gedong Lalang Road. Cost of Jelebu Road (24 miles) in 1893, including metal, \$1,004 a mile. In Malacca (exclusive of special metalling votes) 354 miles of road are upkept for \$44,500, or an average of \$125 a mile. With the exception of the Alor Gajah Road in Malacca, the wear and tear, owing to mineral traffic, is probably greater on the Sungei Ujong roads, and the narrowness of the roads forces the traffic into one track, which results in deep ruts.

142. The Superintendent of Works and Surveys reports continued improvement in the state of the roads, and I do not find it difficult to believe that they have been worse. Considering, however, the sums of money that have been spent, improvement may now be looked for. The Jelebu Road alone, since 1890, has cost the State \$81,700, and in 1894 another \$20,000 will be applied to it.

143. I attribute the defective state of the roads largely to the way in which unbroken boulders and cobble stones from the mines have been used to patch up bad places and the use of weathered, disintegrated granite for metalling, instead of sound stone. A very remarkable fact in connexion with road upkeep is that five miles of road between Titi and Kuala Klawang are absolutely unmetalled and kept in fairly good order, notwithstanding a heavy tin traffic.

144. In reply to a question with regard to the MacBride road system as now being worked in Selangor, the Superintendent of Works and Surveys has informed me that the cost of re-making the partially metalled roads of Sungei Ujong would be prohibitive.

145. *Survey.*—The surveyors on the staff of the Survey Office were employed during the year. A contract surveyor (Mr. Hooper) was employed in Jelebu, in addition, till July, and his services cost the State about \$4,500, which had to be written off as irrecoverable. Five thousand dollars were also written off on account of another contract surveyor (Mr. Mitchell).

146. The total cost of the Survey Department may thus be put at about \$23,000 for the year. The fees recovered amounted to about \$5,000. In addition to revenue survey work, a map was prepared which, though by no means complete, is likely to be useful. A tracing is attached to the report brought up to date as far as possible.* A number of roads not previously surveyed were surveyed during the year, and detached surveys have been connected and shown on the map. The Lukut and Lenggeng roads were traced and level pegs put in. Trial traces were made for bridle-paths towards Labu, Ulu Pemas in Rembau, Jerang in Jelebu, and Bentong in Pahang.

147. The following is a record of the survey work done:—

	No. of Lots.	Class of Land.	Area.	Total.
Sungei Ujong	151	Agricultural	10,557 acres.	—
"	34	Mining	358 "	10,915 acres.
"	31	Building	7,807,589 feet.	—
Jelebu	121	Agricultural	375 acres.	—
"	33	Mining	1,039 "	1,414 acres.
"	—	Building	—	—

Four hundred and eight title plans were issued to the land office, Sungei Ujong, for an area of 11,058 acres; 169 title plans to the collector in Jelebu for 3,761 acres. Seventy-seven lots in Sungei Ujong (3,900 acres) had their boundaries defined and marks erected. The strength of the Survey Department in Jelebu was increased by a clerk and draftsman in 1893.

148. The average number of lots surveyed by each surveyor (excluding 184 building lots in Seremban and Port Dickson) was 65.

149. I am of opinion that elaborate and costly allotment surveys are not required, except in the case of large estates or within town limits, especially when, as the Superintendent of Surveys admits, there is no way of checking detached surveys. I would urge the employment of trained demarcators to make plane-table and compass sketches, and that such demarcation should be corrected by a simple system of traverse surveys.

Surveys fees are a serious obstacle to settlement amongst an impoverished population such as that of Jelebu. This is shown from the fact that 10,000 had to be written off in 1893.

POSTS AND TELEGRAPHS.

150. The work of this department increased considerably during the year, as shown in the following table :—

Description.	1892.		1893.		Increase and Decrease.	
	Received.	Despatched.	Received.	Despatched.	Received.	Despatched.
Letters and postcards - -	24,657	240,021	33,773	28,485	inc. 9,199	inc. 4,464
Newspapers and books - -	11,819	2,240	5,654	2,583	der. 6,165	inc. 343
Parcels - - - -	1,020	989	1,040	269	inc. 20	der. 720
Registered letters - -	948	1,838	3,689	2,421	inc. 2,741	inc. 583

151. TELEGRAMS :—

	—	Private and Service Telegrams from Seremban and Jelebu.	Private and Service Telegrams for Seremban and Jelebu.	Transit Telegrams received and forwarded.
1892		7,880	6,895	22,828
1893		8,873	9,172	24,170

Private telegrams brought in a revenue of \$1,403 against \$325 for four months of the preceding year. There was a deficit of nearly \$400 on the estimate at the Jelebu Office. It is possible that greater strictness with regard to the franking of telegrams was required.

152. MONEY ORDERS :—

	—	Issued.	Paid.
1892	- - -	\$ 26,103	\$ 3,715
1893	- - -	26,512	3,606
		Increase 409	Decrease 109

There was a marked decrease in the money order business after the sudden drop in exchange with India and Ceylon early in the year. Money orders were issued chiefly for the Straits Settlements (\$10,964), and the largest amount was paid on local money orders (\$2,264). \$9,776 were remitted in this way to India and Ceylon, and \$149 received from those countries.

153. Postal notes to the amount of \$58,102 were sold. Stamps were sold as follows :—

Sungei Ujong.		Straits Settlements.				
2 cents.	5 cents.	1 cent.	2 cents.	5 cents.	4 cents.	Postcards.
33,035	2,949	1,012	407	8,631	52	10

and brought in a revenue of \$1,253 (\$319 collected on unpaid letters).

Stamps were purchased by the Post Office :—

Sungei Ujong.		Straits Settlements.						
2 cents.	5 cents.	1 cent.	2 cents.	4 cents.	5 cents.	8 cents.	10 cents.	Postcards.
48,775	11,833	4,800	1,200	832	10,722	125	325	10

\$216 were paid in bounties to steamers at the rate of two cents for every article.

154. Mails were carried by runners between Seremban and Jelebu three days a week. Mails for Selangor were sent *via* Port Dickson, and often took three days to reach their destination. It is proposed to start a daily overland mail service to Kuala Lumpur (44 miles) in 1894.

155. There were 63 miles of telegraph line at the end of the year. Iron posts were substituted for wooden ones on the Setul and Linggi lines. Telephone lines to Bukit Tangga (13 miles) and Bernang (15 miles) were completed. The interruptions to both telephone and telegraph services are frequent.

156. The total cost of the Post and Telegraph Department amounted to \$7,147, and the total revenue from all sources was \$3,565.

157. The postmaster calls attention to the necessity of an extra telegraph clerk, but, having regard to the amount of leave taken in the department, I am unable to agree with him. I am of opinion that the department requires more efficient supervision than the postmaster, Mr. Kern, is able to give it.

INDIAN IMMIGRATION.

158. The Linsum Estate was the only place in Sungei Ujong where statute immigrants were employed during the year. At the beginning of the year [there were] 131; 48 were added, and 122 remained on the estate at the end of 1893. The death-rate, 7·8 per cent., was higher than in previous years, owing to an outbreak of cholera in February, which caused four deaths. This was traced to the use of water from a well fed by surface drainage. The general health of the coolies was better than in previous years. The estate was frequently visited by the Residency surgeon (Dr. Braddon) who acted as Assistant Indian Immigrant Agent. The Indian Immigrant Agent, Mr. McGregor, visited Linsum in September 1893. There were 19 deserters from the estate, one of whom was arrested. No complaints were made to the inspecting officers. The number of statute immigrants has been growing smaller year by year, and until more coffee estates come into bearing, it is probable that the demand for statute labour will cease altogether in favour of free labour.

EDUCATION.

159. In the month of December, there were ten schools open in Sungei Ujong, two in the coast district, and three in Jelebu.

	Sungei Ujong.	Coast.	Jelebu.
385 boys enrolled	Ampangan	Linggi	K. Klawang.
	Pantai	Tampin	Chenoh.
	Niato.		Ulu Klawang.
	Sogor.		
	Rantau.		
	Labu.		
	Setul.		
	Lenggeng.		
	Bukit Nanas.		
	Bemban.		

160. The Sungei Ujong schools, up to November, were in charge of Mr. Trotter, financial officer, and Mr. Bathurst, collector of land revenue, jointly. In that month. Mr. Trotter handed over sole charge to Mr. Bathurst. The Coast and Jelebu schools were supervised by the collectors of those districts.

161. Mr. Bathurst has furnished me with returns based upon the December registers. From these returns it appears that (excluding the Mambau School, closed in September), each school was open for an average of 247 days, the average number of boys on the school registers was 38.5, the average daily attendance was 28.7.

162. The Mambau school was closed by the order of the officer in charge in September, the average daily attendance having dwindled to 12 out of a register of 18. The Bemban School showed only an average attendance of 18 on a register of 31, and will probably be closed during 1894.

163. Taking the reports for previous years, I find that in 1889 there were schools, but no statistics.

	Year.	Average Enrolment.	Average Attendance.
11 schools	1890	36.09	Not stated
14 schools (2 Coast and 1 Jelebu)	1891	39.06	26.02
13 schools (2 Coast)	1892	Not stated	29.02
10 schools	1893	38.05	28.07

164. Mr. Bathurst reports that he personally examined the schools at Lenggeng, Labu, and Setul, and distributed the prizes (no results given). I have no reports as to the other schools. The best school is reported to be that at Niato, which is in charge of a local Haji, who also instructs the boys in the Koran. He is the best specimen of the indigenous Guru, the rest are chiefly men who have left, or been dismissed from, the schools in Malacca. They are better trained, but require constant supervision to keep them up to the mark. With one or two exceptions, I have found that the schools I have visited are far short of the Malacca standard; but this, in the absence of any regular system of supervision, is to be expected.

165. Vernacular education is reported in previous reports to be compulsory; but I am unable to discover wherein the compulsion exists, or that any fines have been levied for non-attendance. Mr. Bathurst is of opinion that, owing to the want of authority of Malay parents over their children, it is impossible to enforce attendance.

166. Instructions have been issued to the Collector of Land Revenue and the district officers in regard to the examination of schools and the record of school statistics, and it is to be hoped that more accurate returns will be forthcoming at the end of the year for purposes of comparison with other States, and with records of previous years.

167. The average pay of a teacher in Sungei Ujong is \$12.91 a month, not including three assistant teachers who are paid \$7 a month. In Jelebu (three schools), the pay is \$10 a month, except the head teacher at the Kuala Klawang School, who receives \$15. An increase of pay might be allowed to two of the teachers (Chenoh and Ulu Kuala Klawang), if good results are shown at the end of the year.

168. The total cost of education in the State in 1893 was \$3,424, including \$108 spent on books and prizes. This is a very small proportion to the total revenue (less than 1 per cent.), and it is clear that vernacular education has made but little way in the State during the last four years. The employment of a visiting teacher is, I think, desirable.

169. It is, I think, to be regretted that a Government English school at Seremban was closed in 1892. This was a most popular and well-attended institution. An attempt is at present being made to conduct a private English school in Seremban with a fee of \$2 a month for each pupil, but the number of pupils (mostly Chinese) is small (does not exceed eight). Under Government supervision, at a reduced fee, it is probable that a large attendance could be secured.

RAILWAY.

170. The Sungei Ujong Railway was taken over from the contractors who constructed it in July 1891, and it has since been worked by a private company in London, with a local agency in Singapore, and a manager and staff at Port Dickson and Seremban. The interest on the capital employed, at 4 per cent., amounts to \$35,766, and, under the terms of the concession to the contractors, the State is liable for whatever annual sum short of \$35,766 is earned by the company working the line. In July 1892 the whole of this sum was claimed, and there was a further claim for loss on working the line which was disallowed. In July 1893, a payment of \$22,119 was

claimed and allowed, and a further claim in connexion with certain agency and other charges was disputed, and is still pending.

In the estimates for 1894, a sum of \$15,000 has been set aside to meet the railway guarantee, on the supposition that the line will earn at the rate of about \$2,000 a month for the year July 1893 to July 1894.

171. The length of the line is about 24 miles, between Port Dickson and Seremban. The time in which this distance is covered is, as a rule, an hour and three-quarters.

172. The total expenditure in 1893 amounted to \$66,961, and the receipts to \$84,642, giving a net surplus of \$19,681. The average monthly expenditure was \$5,580, and the average monthly receipts \$7,053. Average monthly profit, \$1,473.

173. The following comparisons between figures for 1892 and 1893 may be of interest:—

	1892.	1893.
EXPENDITURE—		
Highest monthly expenditure	\$ 5,623 (Jan.)	\$ 6,839 (Dec.)
Lowest " "	4,397 (April)	5,190 (April)
RECEIPTS—		
Highest monthly receipts	\$ 7,540 (Aug.)	\$ 7,555 (March)
Lowest " "	4,882 (April)	5,557 (April)
EARNINGS PER TRAIN MILE—		
Highest	\$ 0.72 (Aug.)	\$ 0.65 (M'y, Nov.)
Lowest	0.03 (June)	0.12 5/8 (April)
TRAIN MILEAGE—		
Highest	\$ 3,555 (Oct.)	\$ 3,304 (Aug.)
Lowest	2,530 (May)	2,914 (April)
GOODS CARRIED (IN PIKULS)—		
Highest	18,853 (Aug.)	20,620 (Dec.)
Lowest	12,080 (April)	16,093 (April)
PASSENGERS—		
Highest	3,741 (Feb.)	3,918 (March)
Lowest	3,020 (June)	3,029 (Aug.)
WORKING EXPENDITURE PER TRAIN MILE—		
Highest	\$ 2.36 (Jan.)	\$ 2.18 (March)
Lowest	1.48 (Oct.)	1.61 (Aug.)

174. I attach a diagram* showing graphically the relation of the goods and passenger traffic in 1893 to the price of tin and the rate of exchange, also the receipts and export of tin ore in 1893.

175. In comparison with Perak and Selangor figures for 1893, we have the following figures:—

	Selangor.	Perak.	Sungei Ujong.
	\$	\$	\$
Gross receipts per traffic mile	3.85	1.77	2.30
Gross expenditure per traffic mile	2.57	1.37	1.83
Net earnings per traffic mile	2.57	0.40	0.47
	Per cent	Per cent.	Per cent.
Working expenditure per cent. gross receipts	33	76	76

176. It may be said that the passenger traffic on the Sungei Ujong Railway remains almost stationary. The goods traffic is steadily increasing. The expenses of working the line are also increasing, except under the head of maintenance of works and ways. The permanent way is now in a better state than when taken over by the company from the contractors and requires less expenditure.

177. If the amount to be paid in July 1894, under the railway guarantee, does not exceed \$15,000, the State may, I think, look on this payment with satisfaction. In para. 124 of the Report of 1892, it is stated that the average yearly expenditure on the Linggi Road up to 1890 was nearly \$17,000, whereas since 1891, the expenditure has only been \$3,000, and I doubt if the Linggi Road would have stood a goods traffic of 200,000 pikuls without a much larger expenditure than \$17,000. The Jelebu Road now costs the State about \$25,000 a year.

178. The freights charged by the company are, except for certain special articles, the highest allowed under the terms of the concession. They are less for most things than would have been charged for cartage, but this is counterbalanced in the eyes of local traders by the distance that goods have to be carried to and from the station at Seremban, and the delays that occasionally occur in delivering goods from the railway good sheds. I doubt whether any proposed extension of the line towards Jelebu could compete with cart traffic, unless stringent measures to destroy the cart traffic were adopted, as on the Linggi Road. It costs about 30 cents to bring a pikul of tin from Jelebu to Seremban, and I do not think a railway could do it cheaper.

179. No great demand for land near the railway, either at Port Dickson or Seremban has yet made itself felt, and it is likely that much of the reclaimed land at Port Dickson will remain unsold for a long time to come.

OPIMUM FARM.

180. The present opium farms (Coast, Sungei Ujong, and Jelebu) will expire at the end of 1894. The farmers have presented several petitions for the reduction of the duty on opium, but investigation has shown their complaints to be unfounded. I estimate, having regard to the amount of opium imported, and to the rents paid by farmers, that the farms have profited by opium to the extent of some \$10,000 in 1893. It is remarkable that the consumption of opium in Jelebu seems to be decreasing, and I am informed that the reason is that non-opium smokers are preferred for labour in the mines. As all the opium at present passes through Port Dickson, it will be worth considering, before the time comes to call for tenders for a new farm, whether this Government could not collect the duties on opium (and spirits) without, the intervention of a farmer direct from the importers. Given a uniform rate of duty in the neighbouring States, and a careful control of the shipments from Singapore and Penang, I see no reason why a customs system should not be worked as successfully in Sungei Ujong as in Negri Sembilan.

PRINTING.

181. The thanks of the Sungei Ujong Government are due to Mr. Russell, superintendent of the Selangor Government Printing Department, for the promptitude and exactness with which orders for stationery and printing have been met. For 1894, it has been arranged that Sungei Ujong should contribute a sum of \$1,500 towards the cost of the Selangor Printing Department.

GENERAL.

182. FINANCIAL PROSPECT.—The financial officer has concluded his report on the finances of the State, with figures tending to show that the actual output of tin in Sungei Ujong and Jelebu, per head of the Chinese population in 1893, was greater than the output in either Perak or Selangor—viz., 6 pikuls, Sungei Ujong; 5 pikuls, Selangor; and 3 pikuls, Perak. The output of tin per square mile of territory is stated as follows:—32 pikuls, Perak; 94 pikuls, Selangor; and 35 pikuls, Sungei Ujong. Revenue per square mile—Perak, \$312; Selangor, \$911; Sungei Ujong, \$235.

The figures upon which such calculations are based are necessarily approximate, but the inferences are probably correct. While it is obvious that Sungei Ujong has not made such rapid strides in revenue and administration as the States above-mentioned, there is no reason for regarding the present financial position of the State with anxiety. The revenue has trebled itself in the last 10 years, and expenditure, after meeting all probable claims, is well within the estimate for the present year.

183. The chief cause of the more tardy development of Sungei Ujong is found in the fact that it has not been found hitherto to contain any wide tracts of mining land, with an equally distributed deposit of tin, such as have been found in Perak and Selangor. The nearest approach to this was at Titi in Jelebu, where the output from one valley sent the revenue up from \$52,000 to \$133,000 in one year (1891–92).

184. Provision was made in the Estimates for 1894 to open up fresh land to mining enterprise with roads and bridle-paths, and it may be confidently said that the prospects of tin mining in Sungei Ujong were better at the end of 1893 than they had ever hitherto been.

185. An important administration change was made on the departure of Mr. Pau on leave in May, 1893. It was then ordered that the officer-in-charge should communicate with the Colonial Secretary through the Resident of Selangor, who was given a supervisory authority over matters of revenue and expenditure. Later in the year it was ordered that the State Council should not meet again for the present until the relations of the two administrations should be defined. There is no doubt that Sungei Ujong can benefit much from the administrative experience of Selangor; but I am not convinced that the administration need be amalgamated (as regards the annual budget and the European staff) to attain that object, and it is certain that the present system of communication with Singapore, through Selangor, leads to delay. Native opinion, as far as native opinion is capable of expressing itself, is against control from Selangor as opposed to control direct from Singapore.

BALAU.

186. The temporary transfer of the Balau Valley, a part of Sungei Ujong, to the administrative control of Selangor was agreed to by Mr. Paul before going on leave, and subsequently ratified, under protest, by the State Council. This valley happens to be nearer a Selangor cart road than to any road in Sungei Ujong, and was thus more accessible to miners from Selangor than from Sungei Ujong. It has turned out to be rich in tin, the revenue from which is collected by Selangor and 50 per cent. credited to Sungei Ujong. The estimated share for Sungei Ujong in 1894 is \$8,000. Apart from the heavy price that Sungei Ujong has thus to pay for the administrative aid of the District Officer at Ulu Langat, it must be remembered that every slab of tin taken out *via* Selangor is so much direct loss to the Sungei Ujong Railway, and indirect loss to the Sungei Ujong Government as long as there is any part of the guarantee to be paid. There is no doubt that this mining district could and would have been opened up from Sungei Ujong, but once that a traffic has been established with Kuala Lumpur, it is very unlikely that it will return to Sungei Ujong.

SECRETARY OF STATE'S DESPATCH.

187. COMPENSATION TO MALAY AGRICULTURAL OCCUPIERS.—Although agricultural land is nominally held under State leases, the actual tenure is often complicated by a system of "local custom" very similar to that prevailing in the Negri Sembilan. Under this local custom, land is looked upon as the family inheritance (*Tanah Pesaka*), and a thing to be religiously preserved, and hence the Malay occupier generally objects most strongly, not only to mining it himself, but to allowing anyone else to do so.

I have not been able to discover that a system of compensation by paying a percentage on the output of tin has been found successful in either Sungei Ujong or the Negri Sembilan. If the mine does not turn out well, the surface occupier gets nothing; if it does, there are endless disputes amongst the "Waris" (those entitled to possess) as to how the money is to be divided—and when it is divided, it is pretty sure to be squandered, just as much as any other compensation would be.

The Government has long recognised the right of certain territorial headmen (the Waris di Darat, and Waris di Ayer) in Sungei Ujong to a royalty of \$1.50 on every bhara of tin (3 cwt. 2 qrs. 8 lbs.) exported. This is known as *Hasil Tanah*, is collected by Government with the export duty, and is at present commuted for a monthly payment of \$400. The Government does not attempt to distribute it, and the difficulty of attempting to do so will be understood when I state that the \$200 a month drawn by the Dato Bandar is ultimately divided amongst about 170 different persons. During the short time I have been in charge of the State, I have received numerous petitions (signed by at least 100 different persons) to be allowed to share in this *Hasil Tanah* allowance.

This troublesome state of affairs would probably be multiplied if individual occupiers of land were entitled to claim a percentage from tin mines, I fear also that it would act as a check on mining to some extent. The export duty is now the same in Sungei Ujong and Selangor, and if an additional percentage had to be paid on Sungei Ujong tin, it would be felt as a heavier tax than the payment of initial compensation would be.

In two cases in Sungei Ujong, Malays, finding that their lands were likely to be mined, applied for mining leases and sublet to Chinese. This course under proper control might work well, but unfortunately the majority of Malay landholders object,

as already explained, to allowing their land to be mined at all. I therefore think that a system of lump-sum compensation is the best, and agree with the collector of Jelebu (Mr. Keyser) in his opinion that Government should endeavour to provide land in compensation for disturbance.

SUNGEI
UJONG
and
JELEBU.

CHINESE HEADMEN.

188. There are two Chinamen in Sungei Ujong drawing allowances as members of the State Council, and both enjoying the title of "captain." One is an octogenarian, and quite incapable of attending to any important business, the other is a large mine-owner of considerable influence, but with too many private interests to be looked upon as an impartial adviser in Chinese matters. The Collector of Jelebu reports that he knows no Chinaman there fit for such a position, and the Chinese themselves have not asked to have any appointment made. In a small State, where the officers of Government are easily accessible, a Captain China is, perhaps, not so necessary as in larger States, where men who are wealthy enough not to fear rivalry can more easily be found.

189. In closing this report, I should record that the services of Mr. W. Egerton, who for five months acted as officer-in-charge, were of no little advantage to the State.

R. N. BLAND,
Officer-in-Charge.

ANNUAL REPORT ON THE STATE OF NEGRI SEMBILAN FOR THE YEAR 1893.

NEGRI
SEMBILAN.

FINANCE.

Revenue.

1. The revenue for the year, according to the returns, exceeds \$141,000, but the actual revenue collected was \$130,938. The difference is explained under assets and liabilities. The actual revenue collected in 1893 exceeds that collected in 1892 by \$12,989, but is less than the estimated revenue for the year by \$3,486.

2. There is a very considerable increase in land revenue under the sub-head "rents, Malay customary holdings" as also under "premia for land."

3. Under "licenses" the decrease is more apparent than real, as in 1892 the general farm included the opium rights, whereas now the duty is collected by the Government, and the revenue appears under "customs."

4. The import duty on opium was over estimated, and the estimated export duty on tapioca was not collected. This is fully explained further on.

5. There is a small deficiency under "fines, fees of courts" and under "fees of office." There is an excess under "reimbursements" and a decrease under "surveys," but the survey fees to be collected for the year exceed the estimate; only about half the sum, however, was collected within the year as the plans were only finished towards the end of the year, and delays occurred in collecting the fees from the Chinese. There is a small excess over the estimate under "miscellaneous," by an increase under "medical fees," but a decrease under "sale of stamps."

6. I have explained the amount appearing as revenue under "interest" under assets and liabilities.

Expenditure.

7. The expenditure amounts to \$132,067, being in excess of the estimate by \$4,449, and an increase of \$25,634 over 1892.

8. The excesses occur principally under establishments, revenue services, police, transport, roads, streets, and bridges, and special payments. The savings are principally under allowances, medical, gaols, miscellaneous services, and interest. The excess under establishments is for police. The vote for revenue services was exceeded in consequence of the payment of a part of the one-third of the Rembau revenue being made within the year, whereas in previous years this amount had been in arrears, and had been paid in the following year. The excess in revenue collected under Malay holdings is also the cause of a larger percentage under revenue services. Under police, the excess was for good conduct pay which had been underestimated, so many of the older men who earned good conduct pay remaining in the

force. Every care was taken in regard to transport expenses, all bills being pre-audited but again the amount estimated proved insufficient, and, unfortunately, the Government bullocks in both districts were useless for some months from foot-and-mouth disease. The special payments were made up of a number of items not estimated for.

Assets and Liabilities.

9. On the 1st of January 1893 the liabilities of the State amounted to \$266,343 and on the 1st of January 1894 to \$257,354.

10. The interest for 1892 had been added to the loan, but it was found later that in the Treasury of the colony this had not been done, and the amount had been treated as revenue in arrears. Thus cross entries had to be made to make the amounts the same in both Treasuries, and it is in consequence of this that the revenue accounts show about \$10,000 in excess of what was actually collected. The interest for 1892 which had been treated by the colony as revenue in arrears was paid. This is the first year in which it has been possible for the State to pay interest, and this is a matter for congratulation.

11. The auditor (Mr. C. C. Trotter) has been able to audit the accounts here more regularly than in previous years, and surprise audits have also been made. Mr. Trotter has taken much trouble in regard to the financial working of the State, and I wish to record here my appreciation of his services.

TRADE.

12. I am of opinion that, throughout the State, trade has very considerably increased, although on referring to the receipts under customs such an opinion would hardly appear to be justified. In the Tampin district, an outbreak of foot-and-mouth disease amongst the cart cattle was very severely felt during the spring, especially as it lasted for about two months. This outbreak occurred at Chinese New Year.

Coolies leaving the estates were not replaced, as there was no work for them to do except in weeding.

No tapioca could be manufactured as there were no carts to carry the root to the factories, in fact the whole industry was at a stand-still. This accounts in a great measure for the falling off in the customs dues not only in regard to tapioca but also in regard to opium. There is no doubt that, with reference to the latter, the estimate was too high, especially for the Kuala Pilah district, but it is also evident that, for at least three months, less Chinese labour was employed in the tapioca estates, and consequently less opium was consumed.

13. I am able to report very favourably in regard to tin, and the revenue is more than double that collected in 1892. At the end of the year, every shop in Kuala Pilah was occupied, and the trade had largely increased.

14. I have not much to report in regard to Sempang Linggi. Mr. R. Engler has established a large store, however, and is giving tentative advances to tin-miners in the Ulu Pemas district of Rembau. Sempang Linggi may become a place of some importance, should the tin industry develop, as it is an easy place of call for steamers. Steamers call there regularly at present.

15. There is a large and increasing trade with Sungei Ujong and Jelebu in buffaloes, goats, ducks, chickens, and orchard produce, and this trade will be materially assisted when the Kuala Pilah—Sungei Ujong cart-road is completed.

LEGISLATION.

16. There were three meetings of the State Council during the year, viz., on the 25th of February, the 25th of May, and the 10th of October.

The principal measures passed were—

- (a.) Registration of Marriages between British subjects.
- (b.) Prison Regulations.
- (c.) Rules for the export of the Twigs and Leaves of the Isonandra (Gutta Percha).
- (d.) Revised Rates for Premia on Forest Lands.
- (e.) Revision of Allowances to Chiefs of Tribes.
- (f.) Cost of Weights and Measures.
- (g.) Registration of Mahomedan Marriages and Divorces.
- (h.) Medical Assessment for Mines.

- (i.) Constitution and Powers of Criminal and Civil Courts.
- (j.) Rules to insure Regular Attendance at the Mosques.
- (k.) Rules to be observed in cases of Rinder-pest amongst cattle.
- (l.) Revision of the Export Duty on Tapioca.
- (m.) Weights and Measures Ordinance.
- (n.) Vaccination Rules.
- (o.) Revised Rate for Mining Licenses.

17. Referring to these Orders, I will take the more important ones—Regulations to be observed in prisons, adopted as nearly as possible from those in force in the Colony, and providing for a system of marks for good work and good behaviour. Rules for the constitution of criminal and civil courts by which the State Council, the Residency Court, and courts of magistrates of the first and second class are defined, as also Kathi courts, and the customary courts of the Penghulu, and chiefs of tribes. These rules were taken from those in force in Perak, with a few alterations to meet local requirements. Vaccination rules, by which a more or less compulsory system for vaccination has been arranged for through the chiefs.

ADMINISTRATION.

18. Except for short absences, the officers of the State have all been at their posts during the year.

19. I would here refer to paragraph 3 of the Secretary of State's despatch of the 23rd of November, 1893,* regarding the abolishing of the opium monopoly farms. The import duty collected on opium for the year was \$36,760, and this added to the spirit farms makes a total of \$44,680, or nearly \$1,000 more than in 1892. Taking the Chinese population throughout the State, and in view of the facts that the Chinese population of the Tampin district was less for some months than in the previous year, I think that, financially, the result has been most satisfactory. It is true that the mining population has increased, but for the mining districts the import duty is lower than for the agricultural ones.

20. I would point out that the highest tender for the opium monopoly and other farms in May 1892 was \$33,600 per annum to the end of 1894. Thus, by abolishing the opium monopoly farm the State has realised a clear gain of \$11,080 during the year under review.

21. From the administrative, as also from the judicial, point of view, the State has gained immensely from the withdrawal of the retail opium farmers. In 1890 I reported to the late Sir Frederick Dickson, who was then administering the Government, urging the abolishing of what is called the chandu farm. This, however, was not deemed possible as long as this system remained in force in the colony. The failure of the farmer in 1892 providentially opened the way to discontinuing a system in this State which I have never favoured, and which, in fact, I have condemned. The State is to be congratulated on having done away with a bad system and on having sustained no loss in doing so.

22. I am glad to be able to report again the great assistance given by His Highness the Yam Tuan of Sri Menanti, Tunku Muda Chik (the Malay judge), who this year became a member of the State Council, together with the chiefs of States and of tribes in the administration of the country, and it is very interesting to note that a constitution so ancient in origin should work so well when carefully dealt with and upheld. A population of nearly 40,000 Malays is controlled by three Europeans and a few police, the bulk of the police being required, not on account of the Malays, but in consequence of the Chinese immigration to mines and estates.

LAND AND AGRICULTURE.

23. The Secretary of State has drawn attention to regulations in regard to several points appertaining to forests.

The result of regulations prohibiting hill padi planting has proved successful. The Malay population has, on the one hand, increased the area of permanent wet padi planting, and, on the other hand, has recognised the value of forest lands. With such a recognition of the value of forest lands by the chiefs and the people an enhanced premium has been obtainable for forest lands, which have at the same time been carefully preserved.

24. The Malays have been allowed to continue to take timber for their dwellings, and for all local purposes, without having to take out passes, except in the case of the more valuable timbers. If timber is exported, an export duty of 10 per cent. *ad valorem* is demanded. It would be a mistake to restrict the Malays in taking timber required by them locally, especially in a country so heavily timbered as this is.

25. Application was made during the year for the right to collect and export the leaves and twigs of the Isonandra (*gutta percha*) without destroying the trees. In consequence of this, an order was passed in the State Council to provide for this being done, but retaining the original order of 1891 in regard to the export of *gutta percha*.

Nothing, however, has been done by the applicants in this respect.

26. I am of opinion that the tapioca industry has remained very much as in 1892. The prices have ruled rather low, and the outbreak of foot-and-mouth disease, as already described under "Trade," was doubtless a check on the industry this year. More lands, however, have been taken up, and there is no sign of any real falling off.

I am very well satisfied with the result of the order by which only two crops of tapioca are allowed to be taken in succession, and it is probable that where factories have been established under this restriction in regard to planting, these will become permanent.

27. It is to be hoped that before long European planters will visit this State. The coffee planted in the vicinity of Kuala Pilah looks remarkably well, and there is a large area of land for selection. On the Tampin side, except for some Government reserves, the more accessible land is held by tapioca planters.

The cart road from Sungei Ujong to Kuala Pilah, which is being constructed at the time of writing, will bring a great deal of fine forest land within a reasonable distance.

28. The district officer of Tampin reports that some progress has been made with pepper in his district. The price, however, is very low and at present pepper does not offer much encouragement. He also urges his belief in cattle breeding as an important industry, in which I fully concur.

29. A very large increase of revenue will be noticed in the assessment of Malay holdings under land revenue. It will be remembered that in 1887 a tax of \$1 was levied on every householder. This tax secured the issue of a certificate of title but was naturally very incomplete. Later on, this tax was altered to an assessment of the padi crop from each holding, and later still, in 1892, this assessment was extended to the orchard and high lands.

There was necessarily a great deal of work thrown on a small staff and the chiefs of tribes had in a great degree to be depended upon for assessments.

During the year under review, it has been possible to check the assessment throughout the State, and it has been found that former assessments were very faulty. The rich people had been assessed a great deal too low, and the poor people had been assessed in many cases too high. The chiefs of tribes had left much of this work to their sub-chiefs of families, and these had been afraid to tax the richer peasants. The increase in the revenue assessment is about 50 per cent., and I confess that although I expected an increase of about 25 per cent., yet I never anticipated that the difference would be so large.

The Malay population, however, paid throughout the State on the increased taxation without much delay or difficulty, and now the assessment is fairly correct throughout.

30. I was also able to commence the preparation of territorial rent-rolls during the year and these will be thoroughly checked and completed in 1894. Hitherto the rent-rolls had been tribal, members of one tribe being scattered about in different portions of a district or State. As soon as the State possesses a territorial or Mukim rent-roll as well as the list of holdings in each tribe, the land office records for revenue and transactions in land will be very complete.

31. I have noticed a considerable amount of tobacco planting on small patches of land belonging to the Malays behind their orchards and houses. The tobacco seems very good but it is only used for local consumption. Through the kindness of a tobacco estate proprietor in Sumatra I was able to distribute some seed amongst the people. It is doubtful, however, whether the finer quality of leaf pays the planter as well as the coarser kind, both being sold locally, and I believe for the same price.

32. The district officer of Tampin procured padi seed from India taking two months to mature. The Malays were quite unaccustomed to such a rapid fulfilment of purpose, and the plants came into ear even before they had found time to remove them from the nurseries. Mr. Hale, however, had given some seed to a Ceylonese, and he thinks in this case it will prove successful. In this district, seed from Kedah both heavy and light was distributed amongst the tribes.

33. With the increase in miners in the Kuala Pilah district, the garden holdings have increased in the neighbourhood of the town, and many holdings which had been more or less abandoned have been given attention. In dealing with the question of agriculture and land, I am well satisfied in regard to the progress made throughout the State.

MINES AND MINING.

34. The amount of tin produced in 1893 is about double that produced in 1892, and, as far as I can judge, it is very likely that the production will be much larger again in 1894.

35. The increase is entirely from the Kuala Pilah district and several new valleys are being worked with excellent results. It is probable that at the end of the year the Chinese mining population was about 1,000.

36. Some mining was done by Europeans and although the output of tin appears to be very satisfactory yet no stability in working was established during the year.

37. There is a general opinion that a great deal of the land which has been mined has not been mined out, that is, that in very many cases the miners have not reached the bottom rock, on which in alluvial mines the richest tin is always found, in fact it is the tin without which no profit could be expected. This has been to a certain extent proved in regard to the large valley of Beting. Although one pumping engine was introduced in a valley which hardly seemed to require it, nothing has been done in the Beting valley in erecting pumping machinery. There are indications, however, of this being done before long.

38. In Johol, some tin has been obtained for the first time and, as usual, a small amount from Ulu Gemencheh. Not much tin has been exported from Ulu Pemas in Rembau, but a good deal of work appears to have been done and the district officer seems confident that in time the tin enterprise of this district, which is a large one, will develop. I have visited the place several times and the indications are all excellent; it is also easy to see that, if capital is introduced, an extensive tin field will be available as tin is found in a number of valleys.

Gold.

39. There is little more to be said this year under this heading. Alluvial workings by Malays are still carried on in rather an uncertain manner. Pělong, a tributary of the Sereting, has commanded some attention, but, so far, little can be said of the enterprise. There has been no further prospecting for reefs.

POLICE AND CRIME.

40. The conduct of the police has again been very good. There were only three dismissals during the year. The police have also shown themselves efficient in the detection of crime, as also in regard to smuggling. The district officers of both districts report very favourably of the police working under them.

41. The police have a great deal to do in checking the weighing of tapioca, and, in the out districts, in collecting duty on jungle produce. In many cases they are as much clerks as police, but with constant supervision there is nothing to complain of in regard to this system here, and the district officer of Tampin is of opinion that the State is fortunate in getting the work done so well. It is, perhaps, preferable to entrust the police with such duties, as they are often moved from district to district, to placing a Malay clerk who remains more permanently in one place, in any case it comes to much the same thing and is cheaper.

42. There has been very little crime, but in November a Chinaman was found murdered and suspicion fell upon a Malay. A mixed jury of Chinese and Malays found the Malay not guilty. The heaviest sentence inflicted was five years in one case.

It is very satisfactory to note the absence of crime, which I am convinced is not in consequence of inefficient police or of concealment of crime by the natives. The police get lower pay here than in any other State or in the colony, but they are rewarded rather more liberally with good conduct pay, which, in my opinion, is invaluable in keeping the interest of the men in their work for fear of losing it, and making them strive to do their best in order to obtain it. There are no police pensions.

Prisons.

43. I have received a very satisfactory report on the prisons of the State from the Superintendent of Works and Surveys (Mr. Cazalas). The largest number of prisoners at any time in the gaols of the State was 26. The smallest number was 12. The number of prisoners in the gaols on the 1st of January 1893 was 21, and on the same date of 1894, 17.

44. The health of the prisoners has been very good and there was only one death. The accommodation at Kuala Pilah is, for the present, sufficient. At Tampin a small gaol will be built in 1894.

45. The work done by the prisoners speaks highly for the care and attention given by Mr. Cazalas. The men have also been taught useful works, such as the construction of buildings in wattle and daub. I have referred to this more fully under works and buildings. In Tampin, the district officer introduced string and rope-making with Mauritius hemp, which has proved successful in both districts. Mr. Cazalas speaks highly of the prison regulations introduced during the year, and the mark system. He considers that the prisoners show far more energy than previously, that their work is better, that they are free from illness, and that there is every advantage in the longer sentenced prisoners leaving the gaol with small amounts of money in their possession. He reports very well in regard to the gaolers and warders and draws attention to the fact that there were no escapes during the year. This speaks well also for the police.

COURTS.

46. Three hundred and sixty-seven criminal cases were instituted during the year. Seven cases were pending on the 1st of January, and nine cases were pending on the 31st of December.

In the Civil Courts, 284 cases were instituted. Nineteen cases were pending on the 1st of January, and 26 cases on the 31st of December. There is not much difference to note between these returns and those of 1892. The criminal cases are about equally divided between the two districts, but, in the Court of Requests, the Kuala Pilah returns show 195 cases, and the Tampin returns 89.

A great many civil cases are referred to the chiefs, but, at the same time, the district officers have often additional work in advising in such cases which do not come formally before the Court. In so far as the native population is concerned, I am very well satisfied with the working of the Courts of the State, and the assistance given by the chiefs, especially by Tunku Muda Chik, has been considerable.

Justices of the Peace have been appointed in each district. So far, Malays of position only have been appointed, but the office is appreciated, and, so far, wherever assistance has been required it has been cordially given, although no salary attaches to the office.

*PUBLIC WORKS.**Works and Buildings.*

47. The buildings completed during the year were :—

- (a) Court House, Kuala Pilah.
- (b) Police Office, Kuala Pilah.
- (c) Police Barracks, Tampin.
- (d) Out-houses to Residency.
- (e) New Hospital Ward, Kuala Pilah.

A number of small works were done under Minor Works in both districts.

48. The new Court House at Kuala Pilah was constructed at a cost of \$1,050. The dimensions are 30' × 36', with a back projection of 14' × 16'. The building has wattle and daub walls, strong concrete floor finished in cement, *penak* woodwork, and the posts in the centre of the Court are carved. I have given these details as I wish to place on record the great desirability of continuing the system of wattle and daub in Government buildings. They are very cheap, very clean, and have a very good appearance. In the case of ground floor buildings, it may be said that they are unhealthy. To this I would reply that the police barracks at Kuala Pilah (not built on a hill) contain only ground floor rooms, that they have been occupied now since 1891 and have proved perfectly healthy, the health of the men being excellent.

In so far as durability is concerned, I need only say that a row of shop-houses built in 1889 to 1890 is in good repair, and if repairs are required to the walls such repairs appear to be quite easily effected.

49. The Police Office and Residency out-houses were also built of wattle and daub. The former cost \$250, and the latter cost \$200.

At Tampin, the Superintendent could not get the right labour at the time for a similar construction, and consequently, he had to build the police barracks with brick walls. The dimensions are 112' x 20', and the cost was \$1,200. The barracks contain 10 rooms. In all cases, sago palm attap roofs are used in this State, and, in my opinion, if the attaps are carefully laid, these roofs are far cooler than tiles.

Roads, Streets, and Bridges.

50. The work done during the year was:—

- (a.) Repair and renewal of bridges.
- (b.) Metalling and gravelling of roads.
- (c.) Construction of Parit Tinggi cart-road.
- (d.) Construction and upkeep of bridle-paths.
- (e.) Upkeep of, and improvement to, cart-roads.

51. On the Kuala Pilah-Tampin road, 57 bridges were renewed, measuring 375 feet, at rates varying from \$3.60 to \$5 per foot run. These were all made of penak wood. One hundred and fifty feet of hard wood bridges were constructed on the Lubok China road, where it passes through Rembau territory, and strong jungle roller bridges were made on the Ulu Pemas road. One masonry rubble bridge over a deep ravine was constructed on the Kuala Pilah main road at a cost of \$582. This bridge contained 2,102 cubic feet of rubble work. The work was done departmentally and cost about 27 cents a cubic foot, which is considered very cheap. Except in a few cases where the old timbers have stood well, all the bridges on the Kuala Pilah road are of penak. This wood is most valuable for its hardness and durability.

52. Three-quarters of a mile of road was metalled in Johol, a quarter of a mile of embankment was raised, and one mile was re-gravelled. In the Tampin district, a mile of the Sempang Linggi road was gravelled, and on the Kabun Sada road an embankment was raised and metalled. The entire Tampin section of the road to Kuala Pilah was repaired with gravel. It will be necessary, however, to re-gravel systematically the whole section from Tampin to the 30th mile (6 miles) next year. The Superintendent of Works complains of the great difficulty in obtaining suitable gravel—as, directly after passing the Malacca frontier, the formation is entirely granitic and there is no laterite stone or gravel to be had.

53. A number of bridle tracks were constructed in the Kuala Pilah district, viz., five miles from Kuala Pilah to Ulu Parit with penak bridges; five miles from Kampong Tengah in Jempol to Terentang; four miles from Terentang to Kampong Sereting, and five and a half miles from Mercheh to Greloi, besides other minor deviations and short distances.

In the Tampin district, four miles of bridle track were constructed from the end of Pemas road to the Sungei Ujong boundary to meet a bridle track from Seremban, and some work was done on a path up the Tampin hill. A considerable amount of work was done in repairing the old bridges on bridle tracks and putting in bridges of penak wood.

54. Under upkeep of roads, 81 miles of cart-roads and 17 miles of occupation roads were upkept and attended to at a cost of \$10,360. The entire upkeep is departmental; Tamils are employed for metalled sections and Javanese and Malays for unmetalled parts. There is no doubt in my mind that departmental upkeeps are far preferable to contracts, and here the latter have never been a success. No doubt, if large sums could be paid for upkeeps and a good margin of profit left for a contractor, model upkeeps could be obtained, though only with a great amount of supervision. In this state, we have to do the best we can for the roads for a small sum.

55. The superintendent speaks highly of the good work done by his staff, and I think that Mr. Cazalas is to be congratulated on the working of his department during the year, especially as he has, unfortunately, suffered from ill-health.

Surveys.

56. The following surveys were undertaken and completed during the year:—

- (a.) Forest lands amounting to 3,924 acres.
- (b.) Mining lots " " 200 "

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- (c.) Agricultural lots amounting to 270 acres.
- (d.) Thirty-one town lots.
Two garden lots.
- (e.) Twenty-six miles of road survey.
- (f.) Forty miles of bridle track.
- (g.) Surveys and connections of disputed and over-grown boundaries and miscellaneous compass surveys.

The cost of this work amounted to \$1,198. The revenue collected would be \$1,741, of this, however, only about \$800 were collected before the end of the year.

57. The office work has also been satisfactory, and besides the usual office work for plans and for the above surveys, a map was prepared of the State for the Straits Branch of the Royal Asiatic Society.

EDUCATION.

58. The Malay school at Kuala Pilah has worked well—the average attendance during the last six months of the year being 34. A Romanized Malay class was instituted and has worked well, some of the police joining it whenever they had time, though they are not included in the return of attendance. An examination in Romanized Malay was held during the year, at which His Highness the Yam Tuan was present. His Highness writes the Roman character with facility, and consequently took much interest. Another examination was held in December, and the progress made by the boys was found to be good.

59. In Johol, a small number of boys attend a class, the average being about eight. They are taught by the clerk. I fear the Johol Malays are not much inclined to go to school. This was found to be so formerly, when the school had to be closed for want of attendance.

60. The new school in Rembau, near the Penghulu's house, has been very successful, and the attendance is about 40. Later on, another school should be started in the upper part of the State.

61. I think it a most useful thing teaching Malays the Roman character, but not until they have acquired the Arabic. I see no reason why youths having a fair knowledge should not be able to obtain appointments as copying clerks, &c., throughout the Native States, and in this respect they should be encouraged. I have arranged that boys leaving school and having acquired good knowledge should, as far as possible, be offered work in this State.

POPULATION.

62. The Chinese population in the Kuala Pilah district has doubtless increased, as may be seen on referring to the increase in the export of tin. In the Tampin district with Johol, although there must have been fewer Chinese for two or three months, yet I should say the numbers have remained about the same as in 1892.

I am of opinion that the Malay population continues to increase steadily, and a fair number of foreign Malays and Javanese continue to come in from year to year, many of them to settle.

TEMPERATURE AND RAINFALL.

63. The total rainfall was 74.35". The highest temperature in the shade was 87° and the lowest 73°. The heaviest rainfall in 24 hours was 3.20" in April. The rainfall was well distributed throughout the year. The two wettest months were April and November, and the two driest were February and May.

HEALTH.

64. From both districts, the health is reported as having been exceptionally good and there has been an entire absence of epidemics. In the Tampin Hospital, the number of patients admitted in 1892 was 397, and in 1893 the number was 561. In the Kuala Pilah Hospital 78 patients were admitted in 1892, and 200 in 1893.

65. With regard to the treatment of out-door patients, it is with much satisfaction that I notice in the returns for the last five years that, whereas in Tampin district, 1,063 patients were treated in 1889, the number in 1893 has increased to 3,792. In the Kuala Pilah district 260 persons obtained out-door relief in 1889, and 1,579 in 1893.

66. The system introduced here, and now in thorough working order, of visiting estates and mines once in every month, is, in my opinion, invaluable. The medical officers then see whether there are any serious cases, and in many cases they are able to check the ordinary forms of fever without requiring that the persons should come into hospital. The fever here is not of a very serious form, but, if neglected, it is a rule that the fever allowed to run on creates weakness and complications in other directions, and it is from these that the patient succumbs. It is not so often the fever that causes death as it is the neglect of it.

The medical officers treat all coolies on estates and mines, and also leave supplies of medicines.

The apothecary at Tampin reports that women and children have applied at the hospital for out-door relief, which in former years has been unknown.

67. It was found necessary to build another ward to the Kuala Pilah Hospital in consequence of the increased demand for admission. This is principally on account of a marked increase in the Chinese mining population.

68. I would now refer to paragraph 9 of the Secretary of State's despatch on the reports of the residents for 1892.* One out-door dispensary has been established, at the time of writing, close to the Istana at Sri Menanti. I cannot give any results of the working of this dispensary, but His Highness the Yam Tuan professes to take great interest in the matter. Should this dispensary prove a success, another one should be established in Rembau, as also in other populous Malay centres.

69. I have impressed upon the officers in charge of the hospitals of this State that in no case whatever are they to refuse out-door relief, even although they are of opinion that a patient cannot be satisfactorily treated except in the hospital. I can so well understand the struggle that goes on in a Malay's mind before he arrives at the decision to apply for treatment at a hospital or dispensary. No doubt such cases, which are generally in advanced stages, are difficult to treat except in hospital, and require careful watching. Thus it may be that if the Malay refuses to enter the hospital relief cannot be given. I have always urged that something must be given, even if it is only Eno's Fruit Salt, or a little coloured water, as I cannot conceive a greater disappointment to the applicant, after days in making up his mind, than to be told that no medicine can be given him.

70. There is no Residency surgeon in this State, and the Tampin Hospital is in charge of an apothecary (Mr. J. E. Van Dort), who also visits the Kuala Pilah Hospital. A chief dresser (Mr. R. Van Geyzel) is in charge of the Kuala Pilah Hospital, and I must congratulate both these officers on the good results that they have obtained.

GENERAL.

71. It may not be out of place to give in this report a brief record of the State since I arrived here in December 1886. At that time only the Sri Menanti States (Ulu Muar, Jempol, Terachi, and Gunong Pasir) were under any direct form of British supervision. During the year 1887, however, all the remaining States, viz., Johol and its sub-divisions, Rembau, and Tampin were brought under the same influence as those of Sri Menanti. The revenue collected in that year was \$19,998.75. In 1889, a final treaty was entered into for the confederation of the States under British protection, and a Resident was appointed and a State Council created. Police stations have been established in all the important districts, and smaller customs stations wherever it has been necessary to collect duties on exports. Necessary gaol accommodation has been arranged for, and courts have been constituted. Lands and mines have been regulated, and so far back as 1888, certificates of titles were given for all lands under Malay tenure.

The State has been divided into two districts for administrative purposes, viz., the Kuala Pilah district (where the Resident resides), which consists of the Sri Menanti States and Johol, and the Tampin district, which consists of Rembau, Tampin, and Gemencheh. A district officer has been appointed in each district. Hospitals have been established in Kuala Pilah and at Tampin. Roads and bridle-paths have been made throughout the State wherever good indications were found of persons taking up lands for mining and agriculture. Administration has had to contend with a slowly increasing revenue, but whereas in 1887 the debt of the State exceeded \$100,000 and the revenue was less than \$20,000, the estimated revenue for 1894 is \$150,000, and the debt only a little more than \$250,000. The State is also now paying interest on its loan, and it has all its future before it in the working of the extensive alluvial

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deposits of tin, which no doubt exist, not to speak of the gold district of Gemencheh, which in my belief will some day prove to be one of the richest reef districts of the Malay Peninsula.

72. In referring to the Secretary of State's despatch of the 23rd of November, I notice that his Lordship refers in paragraph 4 to a percentage being given on tin to Malay peasant proprietors whose lands are used for mining purposes. In this State, in addition to the export duty of \$10 per bhara (3 piculs), a royalty of \$1.50 per bhara is collected by the State on behalf of persons who claimed on old private mines, or introduced Chinese miners into their lands. This practice has worked very well so far, though of course none of the more valuable padi lands have yet been touched for mining. Should this, however, be the case in the future, further arrangements might be made. At the same time, I do not quite see how the State could prevent a land owner from selling his surface rights for a lump sum to the highest bidder.

With the knowledge of a certain fixed royalty paid by the State, and not by the Chinese miner, whom the natives do not trust, it is, in my opinion, possible that the royalty, which could be fairly assessed, might be preferred.

73. As vaccination has only just been commenced under the rules passed by the State Council, by which the chiefs are entrusted with the working and not the police, I may here remark that, in two visits by the vaccinator to Johol and Inas, over 170 persons were vaccinated. If it is possible, it is better that the persuasion of the chiefs should be brought to bear on the people rather than the persuasion of the police. I am satisfied now that if the rules are carefully attended to they will be successful.

74. It was found necessary during the year to strictly enforce previous orders given in regard to the import of foreign copper coin. As there is no bank in the State, and no bank in Malacca either, orders were also given for the Treasuries of the State to refuse Singapore and Penang notes. Both these questions gave a little trouble at first, and the fact of having no notes in the State is certainly an inconvenience. On the other hand, it is evident that the action taken was necessary, and there are now no complaints.

75. I was again present at a formal function at the Istana this year in connexion with the birth of a son and heir to His Highness the Yam Tuam.

76. Politically the condition of this State is excellent, and during the year there has not been a single question that has given me any real cause for anxiety. The Yam Tuam and chiefs continue, not only to adhere most loyally to former treaties, but also to assist more and more in the administration of the different States.

77. In concluding this report, I wish to record the excellent services rendered by the officers of the State, as also to express my own thanks to all officers and employés in the State, without distinction, for the thorough and loyal manner in which they have assisted me, in many cases for over six years.

MARTIN LISTER.

PAHANG.

THE ADMINISTRATION REPORT ON THE STATE OF PAHANG FOR THE YEAR 1893.

FINANCE.

1. The revenue of the State for 1893 amounted to \$83,688, as against \$50,044 collected in 1892, and \$77,386 collected in 1891. The revenue for the year 1893, therefore, shows an increase of \$33,644 on the revenue for 1892, and of \$6,302 on the revenue for 1891. Owing to the disturbed state of the country during 1892, the revenue for that year fell far short of the revenue which had hitherto been collected; but, on the other hand, the revenue for 1891 showed an increase of more than \$15,000 on the highest revenue previously collected. During 1893, therefore, Pahang has succeeded in not only regaining the ground lost in 1892, but is able to show actual receipts which exceed the estimated revenue by \$11,203, and which prove a substantial advance on the collections of past years.

2. The excess shown by the actual receipts over the estimated revenue is chiefly due to an increase of \$7,852 under the head of "Customs," and an increase of \$5,645 under the head of "Miscellaneous Receipts." Slight increases are also noticeable under the headings "Port and Harbour Dues," "Fines, Forfeitures, and Fees of Court," and "Interest." Deficiencies, however, are shown under the following heads of

revenue:—"Land and Mining Revenue," \$997; "Licences," \$494; "Stamps and Postal Revenue," \$236; and "Reimbursements," \$1,058.

PAHANG

3. The following table shows the estimated and actual revenue collected in each district of the State during the year 1893:—

1893.	Pekan.	Ulu Pahang.	K. Pahang and Rompin.	Temerloh.	Kuantan.
	c.	\$ c.	\$ c.	\$ c.	\$ c.
Estimated	47,900 00	9,090 00	4,520 00	1,870 00	9,105 00
Actual	48,238 78	19,104 19	3,406 84	4,153 54	8,785 12
Excess	338 78	10,014 19	—	2,283 54	—
Deficit	—	—	1,113 16	—	319 88

In comparing these figures it must be remembered that the revenue derived from the farms is all collected at, and credited to, Pekan, although the greater portion of the receipts obtained by the farmers is yielded by the Ulu Pahang and Kuantan districts.

4. Under the head of "Land and Mining Revenue," excesses on the estimate amounting to \$3,801 are shown in the Ulu Pahang, Temerloh, and Kuantan accounts, while those of the Pekan and Kuala Pahang districts show a deficiency of \$4,798 on the estimated revenue under this head. This deficiency is chiefly due to the fact that certain heavy exemption fees which fell due during 1893 were not paid by the companies which are liable for them, the Government having permitted these payments to stand over for the present. The cessation of work at the sawmills of the Exploration and Development Company at Kuala Pahang has also had a detrimental effect on the revenue of that district.

Under the head of "Customs," the excess on the estimated revenue on account of gold exported from Ulu Pahang during 1893 amounts to \$6,530, \$11,530 having been collected, as against an estimate of \$5,000. Under the same head, the revenue derived from duty collected on tin amounted to \$10,322, as against an estimate of \$9,000.

It is worthy of notice that 1893 is the first year in which the estimated revenue has not only been realised but exceeded.

5. The actual expenditure for 1893 amounted to \$222,236.07, as against an estimated expenditure of \$222,478, and thus shows a small saving of \$241.93. Although the apparent saving is trifling, it has been found possible, while meeting all the current expenses to defray which the estimates of expenditure were framed, to pay a sum of \$9,066 on account of arrears of salary due to members of the police force for 1892, without exceeding the sum estimated to meet the expenditure of the year. A further sum of \$5,835 was paid in a similar manner, without causing an excess on the estimates, on account of special expenditure, the principal items being \$3,842 on account of the Semantan outbreak of 1892, and \$740 on account of a gratuity granted on his retirement to Mr. A. H. Wall, the late collector of the Kuantan district.

6. The following table shows the actual revenue and expenditure of the Pahang Government from 1889 to 1893:—

Year.	Revenue.	Expenditure.
	\$ c.	\$ c.
1889 (half year)	30,390 05	142,620 88
1890	62,077 01	297,702 15
1891	77,386 50	238,174 22
1892	*50,044 34	†255,706 21
1893	83,688 47	†278,392 71

* Exclusive of special receipts, contribution by his Highness the Sultan on account of Semantan outbreak expenditure. \$ 57,600.00

† Exclusive of special expenditure, Semantan outbreak. 73,286.95

Do. do. do. 3,842.92

7. The two items of \$31,786.04 interest on loans from the Straits Settlements and \$28,213.52 railway survey, which appear in the abstract of expenditure for 1893, attached to this report,* are entered in that abstract in order to adjust the accounts, but do not represent money actually disbursed during 1893.

* Not printed.

PAHANG.

In referring to the statement of assets and liabilities attached to this report,* it must be borne in mind that the accounts of the Governments of the States of Perak and Selangor against Pahang in connexion with the outbreak of 1892, have not yet been audited and adjusted, and that the sums claimed by these two States are not, therefore, included in the statement for 1893.

8. The Pahang debt on account of money advanced to this State by the Government of the Straits Settlements amounted, with interest, on January 1st, 1894, to \$893,711.54. During the latter half of 1893 a further loan of \$60,000 was made to the Pahang Government by the State of Selangor. This loan bears interest at the rate of 4 per cent. per annum.

ADMINISTRATION.

9. The British Resident, Mr. J. P. Rodger, proceeded to Europe on leave of absence at the end of February, and had not returned at the end of the year. Mr. Hugh Clifford, Superintendent of Ulu Pahang, acted as Resident from 1st March.

Mr. F. Belfield returned from leave of absence in Europe on 21st May, and resumed his duties as Collector and Magistrate at Pekan. Mr. J. F. Owen, who had acted for Mr. Belfield during his absence, relieved Mr. E. A. Wise at Temerloh early in June, and Mr. Wise then relieved Mr. Clifford of his duties of Superintendent of Ulu Pahang, which he had been, until then, performing in addition to his duties as acting Resident.

At the beginning of August, another change was necessitated by the retirement of Mr. A. H. Wall, acting Collector of the Kuantan district, who was replaced by Mr. Owen, the appointment of Collector at Temerloh being filled by Mr. T. C. Fleming, who was transferred from the Police Department for that purpose.

In September, Mr. Hugh Clifford was appointed to the post of District Officer, Kuala Kangsar, in Perak, but was seconded for service in Pahang until further notice.

On 9th October, the vacancy caused by Mr. Fleming's transfer from the Police Department was filled by the appointment of Mr. Gerard Curtis to the post of Inspector of Police.

LEGISLATION.

10. Two meetings of the State Council were held at Pekan during 1893, at both of which His Highness the Sultan presided. The Council on both occasions met chiefly in order to transact formal business, but the following Orders in Council were passed during the year :—

- I.—An Order relating to the Immunity of Members of the Royal Family of Pahang from Actions for Debt in the Pahang Courts;
- II.—An Order relating to the Registration of Certificates of Marriages between British Subjects solemnised within the State of Pahang;
- III.—An Order prohibiting the Destruction of Fish by Dynamite.

LAND.

Agriculture and Mining.

11. The total land and mining revenue, exclusive of royalties on minerals exported from the State, collected during the year 1893, amounted to \$24,347, as against an estimate of \$25,345. The revenue thus realised, although it falls short of the estimate by nearly \$1,000, exceeds the sum collected under the same head of revenue in 1892 by more than \$10,000, and shows an increase of more than \$2,000 on the collections made during 1891. There can be no room for doubt but that a sum considerably exceeding the estimated revenue would have been collected under this head during the year 1893 had the staff in the various land offices been sufficient to cope with the work of rent collecting. The districts of Temerloh and Ulu Pahang are both very large, and, although rent was collected during the greater part of the year, it was found impossible to collect all outstanding rents before the end of December. Now that permits have been issued to the native land holders throughout the State, the collection of land rents will occupy less time than in former years, and it is anticipated that not only will the whole of the estimated land revenue be collected during the current year, but that the arrears due for rent payable in 1893 will also be collected.

12. The inhabitants of the Bentong and Semantan districts, who had suffered severely from the disturbances which prevailed in Pahang during the greater part of 1892, were exempted from payment of land rents during the year under review. At

* Not printed.

the beginning of 1893 the Semantan district was completely depopulated, some Semantan natives having fled in company with the rebels, and the majority have been collected together and placed at Jenderak under the charge of Tuan Chik. When these refugees were permitted to return to their homes, they, for several months, led a precarious existence, supporting themselves by such moneys as they contrived to earn by searching for, and selling, jungle produce. In the intervals of this pursuit, and with the aid of their women and children, they set about the cultivation of their abandoned land, but considerable distress prevailed among them until their wants were to some extent relieved by the ripening of their crops.

During a visit which I paid to both the Bentong and Semantan districts during December, I was glad to note that, despite the fact that the evidences of the recent disturbances were plainly visible in occasional abandoned villages or ruined fruit plantations, still the districts, taken as a whole, appeared to be rapidly recovering their former prosperity, and I see no reason to anticipate that, except in a few isolated instances, the natives of Bentong and Semantan districts will need to be again exempted from the payment of land rents.

13. The rice crop in 1893 was somewhat better than the crops reaped in 1891 and 1892, but it was, nevertheless, very inferior, and I am confirmed in my conviction, expressed in a former report, that nothing less than a complete change of seed padi throughout the State will effect any real improvement. The rice for the most part grows luxuriantly, and the soil is sufficiently fertile, but the ears, when mature, are in many cases barren, and several instances have come under my notice in which the crop reaped yielded but little more than the seed which was necessary to produce it. The people are at once so ignorant and so unenterprising that it would be futile to look to them to take the initiative in such a matter as this, and it is, in my opinion, by the action of the Government alone that this much-needed improvement is to be effected. It is calculated that the outlay of a comparatively small sum would be sufficient to purchase a supply of seed padi from Siam or Burma, and that this outlay would be of the nature of a recoverable advance. The seed thus obtained could be retailed to the native cultivators at cost price, plus the expenses of transport, and the natives, who are keenly alive to the inferior nature of the seed at present in use, would eagerly purchase the new seed on such terms. The Government would thus risk little or nothing by a transaction which would greatly benefit the State, and would be much appreciated by all classes of the agricultural population.

14. Although the total population of Pahang is still less than 70,000, and although the area of the State probably exceeds 10,000 square miles, much of which country abounds in land well suited for padi cultivation, the rice grown in Pahang is quite insufficient to supply the wants of the native population. The returns of imports,* forwarded with this report, show that over 20,000 pikuls of rice were imported into this State during 1893, a quantity equal to nearly the whole of the rice annually consumed by the non-agricultural classes in Pahang. That this state of things should exist can only be explained by the indolence of the majority of the native cultivators, and the ignorance of those who possess sufficient energy and enterprise to entertain a desire for improvement.

There are numerous localities in Pahang which are peculiarly well suited for the purposes of irrigation, and without irrigation no land can be rendered suitable for permanent padi cultivation. The natives who live in the neighbourhood of these places, however, though fully aware that great benefits would accrue to them if an adequate scheme of irrigation could be adopted, lack, for the most part, the power of combination which, in the absence of Government aid, is necessary for the performance of any public work; and even where this difficulty can be overcome by the energy of the local headmen, the entire want of any sufficient technical knowledge becomes an insuperable obstacle to the success of any scheme of irrigation which may be devised.

15. In the existing state of the finances of Pahang, it is difficult to see that any substantial Government aid can at the present time be given in support of works of this nature, the more so as the State stands greatly in need of other public works which would be more generally useful to the bulk of the population, and must necessarily take precedence of all others. Nevertheless, a scheme which would so greatly benefit the Pahang natives, as opposed to foreigners living in Pahang, is worthy of consideration, and it is hoped that in 1895 it may be found possible to aid those natives who are prepared to subscribe money and to contribute labour for the

construction of irrigation works with competent overseers possessing the necessary technical knowledge to direct and guide the natives in their work.

16. The town lots at Pekan continue to be of little value to their possessors, half the existing buildings being untenanted, and many of them are now rapidly falling into disrepair, and are being abandoned by their owners. In 1889, shortly after the Residential system had been introduced into Pahang, buildings were run up at Pekan with a reckless disregard for any probable demand for house room which would be likely to exist, and the speculation, as might have been anticipated, has proved somewhat disastrous.

Pekan is separated from Kuala Lipis, the centre of the principal mining districts, by 200 miles of shallow and difficult river, and it exists only as a port, and as a place through which goods and people pass on their way to the mines. The residence of His Highness the Sultan being at Pekan necessitates, for the time being, the presence of the Resident, but it would greatly benefit the State as a whole if the Residency could be transferred to Kuala Lipis, which is a more central position, and which must inevitably be the site of the future capital of the State. All public works which are for the permanent benefit of the State should during the next few years have for their object the improvement of communication between Ulu Pahang and the western seaboard, for on the ultimate success or failure of Ulu Pahang the fate of Pahang as a whole may be said to depend. The more Ulu Pahang is opened up, however, the more steadily will Pekan dwindle, and it is therefore obvious that no money which can be spared should any longer be expended on public works at Pekan, as the abandonment of that town as the headquarters of the State must be regarded as a question of only a few more years.

17. While Pekan has continued to decline, Kuala Lipis has made steady progress during the year under review, and that village, and the district which surrounds it, is at the present time the most prosperous portion of the State. A steady rise is observable in the price of land in the vicinity of Kuala Lipis, and the permanent and floating population of the place does not even now fall far short of the trading population of Pekan.

18. Of planting by Europeans there is practically none in Pahang, although several of the concessions granted by His Highness the Sultan prior to the introduction of the Residential system conferred planting in addition to mining rights over the areas conceded.

An experimental coffee plantation, made by Mr. E. A. Watson at Kapong, in the Bentong district, has given the most promising results, notwithstanding the neglect from which it has suffered.

An experimental tobacco plantation made at Kuala Reman, on the Kuantan river, by the Pahang Corporation was less successful, but the corporation has since induced the natives on its property to cultivate coffee, an interesting experiment, on the success of which it is as yet too early to pronounce an opinion.

Land suitable for pepper and gambier plantations is found at many points on the banks of the Pahang river, but no attempts have hitherto been made to open up plantations of this nature on anything approaching a large scale. Gambier, however, is grown in large quantities by the natives of the Upper Tembeling river with great success.

19. It cannot be contended, however, that the soil of Pahang presents advantages to planters such as are not found in the soil of the neighbouring protected native states; while, on the other hand, the heavy disadvantages which the absence of all adequate means of transport must necessarily entail upon planters in Pahang are far greater, and for some years to come will continue to be far greater, in this State than in any other portion of the Malay Peninsula which at present enjoys British protection. Under these circumstances it is not to be anticipated that Pahang, until these disadvantages are in some measure removed or mitigated, will be able to compete successfully with Perak, Selangor, or Sungei Ujong in the inducements which it can offer to planters.

20. The Pahang Exploration and Development Company, which for some years had been working a timber concession on the Pahang river, which was granted to Mr. Tan Hay Seng by His Highness the Sultan in 1888, closed its saw mills at Kuala Pahang in August, and has not since resumed operations. The company, I am given to understand, has since been reconstructed under the somewhat ambitious title of "The Straits Development Company," but no intimation as to the company's immediate intentions with regard to its property in Pahang has yet reached me.

21. The principal mining revenue of the State is derived from the royalty collected on gold and tin exported from Pahang, and will be found under the revenue head of "customs." The revenue collected on this account during the year 1893 amounts to \$21,852, as against an estimated revenue of \$14,000, and thus shows an excess of \$7,852 on the estimate, and an actual increase of more than \$8,000 on the revenue collected under this head in 1892, and more than \$9,500 on the revenue collected in 1891. To these receipts, Ulu Pahang contributes \$12,339, to which must be added \$3,000 collected at Pekan on tin exported from Ulu Pahang. Kuantan contributes \$5,413, and these two districts may, therefore, be said to produce nearly the whole of the mining revenue of the State, the share contributed by Ulu Pahang being more than two-thirds of the total amount.

22. In former years, a report on the mines of Pahang dealt chiefly with the numerous concessions granted by His Highness the Sultan prior to the introduction of the Residential system, the immense majority of which were unworked by their holders, while the areas thus conceded were closed to the public. This unsatisfactory state of affairs continued to exist until the end of the year under review, and did much to retard the progress and development of the State. Towards the end of the year 1893, however, the time clauses of many of these concessions expired, and, no sufficient work having been done to warrant their continued retention by the concessionnaires, the following concessions were cancelled by His Highness the Sultan, acting on the advice of the acting Resident:—

- | | |
|--------------------|------------------|
| 1. Balok. | 11. Pegetang. |
| 2. Chika. | 12. Serau. |
| 3. Cherning II. | 13. Sempan. |
| 4. Gunong Raja. | 14. Semantan I. |
| 5. Jempol. | 15. Semantan II. |
| 6. Luit. | 16. Tresang. |
| 7. Lepar. | 17. Tioman. |
| 8. Luit and Rasan. | 18. Tanom. |
| 9. Kembil. | 19. Tembeling. |
| 10. Puhoi. | 20. Yong. |

Date of cancellation, 27th December 1893.

23. The cancellation of these grants at length places at the disposal of the Government large areas of mining and agricultural land which have hitherto been held by private individuals or companies by whom little or nothing was done to develop the resources which they contain. Until this land reverted to Government, not only was it impossible to grant land in the best localities to Chinese and other *bond-fide* miners, but the State was also unable to offer any adequate security for the loans which in the past have been necessary to defray the expenses of administration, and which, in the future, will be needed if the resources of the country are to be successfully developed. It is not anticipated that any great demand for land in Pahang will immediately arise, but the Government has gained something in that it is, for the first time, placed in a position to meet any such demand which may be made.

24. The three principal gold mines in Ulu Pahang are situated at Raub, at Punjom, and at Selensing, and are the property of the Raub Australian Mining Company, the Punjom Mining Company, and the Malayan (Pahang) Concession Company respectively.

25. The Punjom Mining Company's mine at Jalis is the oldest in the State, having been worked since 1885, though during the first six years the operations of the Company were not attended with any very great success. The results obtained in 1892, and during the year under review, however, have done much to confirm the high opinion of the property expressed by successive managers.

During 1893, 4,808 tons of stone were passed through the mill, producing a total yield of 4,874 oz. 12 dwt. of smelted gold, an average of rather more than 1 oz. per ton. The last crushing of the year yielded a further result of 508 oz., but this shipment was exported from the State in January, and does not figure in the returns for the year under review. The stone from which this gold was won was lifted in every case from the shafts and levels at Jalis, the headquarters of the company, and no development work was done on any of the outlying portions of the concession.

26. The Jalis mine consists of an original main shaft which has reached a depth of 165 feet. Levels have been driven at depths of 50 and 110 feet, the 50-foot level being driven on the lode, and the 110-foot level striking the lode at a distance of 64 feet. A third level will be driven at a depth of 160 feet as soon as the shaft has been sunk 50 feet deeper. Until this has been done, the management fear to be driven out by water

PAHANG.

should they begin to drive the 160-foot level. The lode appears to slope away from the shaft, and it is expected that when the 160-foot level is driven it will strike the lode at a distance of about 118 feet from the mouth of the drive.

27. Owing to a considerable settlement of the ground in and about the mine, became necessary, during the year under review, to almost entirely reconstruct the main shaft, and a considerable amount of what is technically termed "dead work" was performed before the mishap was remedied.

28. A 12-head battery was in use during the year, and an additional 12-head battery was in course of erection at the end of December, and, at the time of writing, are now in running order. Seven new concentrating pans were placed in position during the year.

29. The assay value of the concentrates from this mine having been proved to be considerable, the question of a concession of the rights to treat concentrates by one of the cyanide processes has been raised by this company, and has formed the subject of correspondence with the Government during the year. No definite arrangement has yet been come to, however, and there is room for doubt as to whether the mining mills in Pahang are as yet on a sufficiently extensive scale to warrant the company in incurring the expense which would be necessary for the construction of the requisite works and machinery.

30. The remainder of the large area of mining land held by this company under its original concession has not been worked or prospected during the year, the attention and the energies of the management, as already stated, having been wholly confined to the development of the Jalis mine. A little tribute-work in the alluvial deposits of the Chenderas Valley has been carried on by native miners holding licenses from the company, but their efforts have, for the most part, been fitful and ineffective.

31. In 1890, an extension of time for five years from March 1890 was granted to this company on payment of an annual exemption fee of \$500 for the first three, and of \$1,000 for the last two years of the extended period. During the year 1893, a further extension of three years from March 1895 was granted in consideration of the payment by the company of an annual exemption fee of \$1,000 to the Government of Pahang. In past years, the company has done much to test the value of many parts of its property, and since the knowledge thus acquired cannot be successfully utilised by the company until the Jalis mine is in a sufficiently prosperous and advanced condition to justify its sale as a "going concern," it has been considered only just to grant a further extension of the time clause, under which the company's exclusive concession rights would otherwise have lapsed. With the time now allowed to the company, it may reasonably be hoped that means will be found during the next few years to develop the Guban mine, since very encouraging results were obtained from that portion of the concession during 1891, one crushing of several tons of selected stone yielding an average result of 6 oz. 6 dwt. per ton.

32. The Raub mine, the property of the Raub Australian Mining Company, has continued to justify the sanguine expectations formed of it, and, at the end of the year under review, the company was enabled to declare a small dividend—the first net profits which have accrued from actual mining in this State. It is hoped that, should nothing untoward occur to check the progress of the mine, a substantial dividend will be forthcoming at the end of the current year.

The total yield of gold won during 1893 amounted to 4,886 oz., of which, however, only 4,088 oz. were exported from the State before the end of December, and figure in the returns for 1893. The average yield per ton during the year was slightly in excess of 1 oz. 2 dwt., as against an average of $5\frac{1}{2}$ dwt. yielded by the stone crushed in 1892. This marked improvement in the average yield is accounted for by the fact that during 1892 the original mine, known as the "Raub Hole," was closed, a heavy flood having broken the dam, swamped the mine, and rendered the galleries which had already been constructed so unsafe that all work in them was perforce abandoned. During 1892, a shaft situated somewhat to the west of the original workings was sunk to a depth of over 100 feet, and the levels driven from this shaft cut the Raub Hole formation early in the year under review. A considerable quantity of this, the richest stone yet discovered on the property, was thus available for crushing, and, mixed with stone obtained from other portions of the mine, has done much to increase the average yield to the extent already noticed.

33. Mr. E. A. Wise, the acting superintendent of Ulu Pahang, reporting on the Raub mine at the end of 1893, writes as follows:—

"At the end of 1891, the workings in the famed 'Raub Hole' collapsed, and in the succeeding year a new shaft was sunk on higher ground to a depth of 120 feet, and a

level driven on a promising lode at 62 feet. During the past year, stoping was carried out over the back of a drive known as No. 1 level south (the 62-foot level mentioned above), and the operations ran through old native workings, where the rich cross-leaders were found to have been worked out, while the lode itself was left practically intact.

"When I last visited Raub in November, six faces were at work below the level and all show good gold. This country is opening out very well, and the best-looking ground is in the south end, where the lode is making wider as it is followed up. A new shaft which is being sunk to a depth of 100 feet will command this chute of ore, as well as the rich cross-leaders known to have been left below the workings in the original Raub Hole.

"A prospecting drive, driven east from No. 1 air shaft through more than 90 feet of hard black slate, has not yet laid bare anything of especial value.

"In the north end, Mr. Bibby has opened up on a lode of over 1 foot wide, in which little gold can be seen. This, in a new make of stone and in new and untried ground, may lead to further discoveries.

"In the lower level, a drive which has advanced to a point more than 100 feet from the foot of the shaft is expected, between 20 and 100 feet further, to cut the western lode formation. The country is hard black slate, and many small quartz-leaders, of which none carry gold in payable quantity, have been cut.

"The above mine, which we may call the 'New Raub Hole,' is the locality from which the most valuable crushing ore was obtained during the year.

"Work was commenced at Bukit Koman in 1892, and a shaft has now been sunk to a depth of 134 feet, at which point sinking had to be temporarily abandoned on account of the great amount of water. At a depth of 116 feet an unexpected mass of rich leaders came into this shaft and went out again at 125 feet.

"When I visited the place at the end of November, poppet-heads, ore-bin, steam cylinder for pump, balance-bob, winding engines, boilers, and necessary buildings were all completed, and work was only delayed pending the arrival of ironwork for the pump-connections. This has since arrived, and pumping was commenced in the last week of December.

"It is supposed that, when the rush of water occurred in the shaft, the expected reef was actually struck, and we should soon hear whether or not this is the case. As soon as the shaft shall have been cleared of water, it will be sunk a further six feet, and, if the lode proves to have been cut, opening out will be forthwith commenced. Should expectations be realised, Bukit Koman will be chosen as the site for the erection of a 60-head battery now lying idle at Raub.

"By means of an open-work cutting, or quarry, many hundred tons of fair crushing tone have been removed from a large body of quartz running into the base of the hill.

"At the foot of a hill known as Bukit Impeh, much work was done by stoping over the back of the level south of the main shaft in the New Raub Hole. A lode from two to three feet thick, showing fair gold, was followed up, and from this spot a large proportion of the crushing ore was obtained. Owing, however, to the close proximity of the dam, operations here must soon be suspended.

"In former years, a shaft and various drives and cross-cuts were made on the western lode, but the place was temporarily abandoned in 1892. It is now proposed to re-open this mine and some of the necessary buildings have already been erected, while timber is being cut and prepared to complete the winding-plant on the engine, or main shaft. Actual mining will possibly be commenced in March, when the shaft will be sunk to an additional depth of 100 feet, and valuable ore will probably be met at this level.

"A small prospecting shaft, 38 feet in depth, was sunk north of Bukit Impeh, and from the bottom were driven cross-cuts to a distance of 98 feet west, and 81 feet east. Though a small leader showing some colour was met and followed up for a short distance, nothing payable was discovered and the place was accordingly abandoned.

"In thus touching on the main features of the year's work, I have made no attempt to give by any means a full report of all operations carried on by the Company, and have made no mention of dead work and unrewarded prospecting operations. It will be understood that three separate mines, each fully equipped with machinery and other necessary gear, are likely to be in full working order towards the month of April."

It will be seen from the above extract that a considerable amount of work has been done by this Company during the year, and that, in contrast to the policy pursued by the Puanjom Company, the management has not been content to concentrate its whole attention upon any single portion of its property.

34. Turning to the mine at Selensing, the property of the Malayan (Pahang) Concession Company, we find results of a somewhat less promising nature. The total output of gold from this mine during 1893 only amounted to 527 oz., the average yield being something less than half an ounce per ton.

A 10-head battery was erected and was in running order by July, and an additional 10-head of stamps were in course of erection at the end of the year. The machinery is of excellent quality, and the mill-house is the most elaborate building of the kind hitherto constructed in Pahang.

35. Although prospecting work, which was attended with some measure of success, was carried on at the upper waters of the Telang, a river which falls into the Jelai on its right bank some 10 miles above Kuala Lipis, the principal operations of the Company during 1893 were directed towards the development of the main mine at Selensing. This mine is situated in a small valley surrounded by low hills, which in some forgotten period must have been the scene of very extensive mining operations. The surfaces of these hills are honeycombed with perpendicular shafts, circular in shape, which in some instances penetrate to the water level below the surface of the valley, a depth of considerably over 100 feet. Many of these pits are placed so close together that a wall of rock not more than two feet thick separates them one from another. The antiquity of these workings is attested by the apparently virgin forest which clothes the hills in which they are situated, large slow-growing trees being in some instances found with their roots centred in the sides of the shafts. Though more or less choked with *débris*, the pits are, for the most part, in a wonderful state of preservation. The operations of these ancient miners were not, however, wholly confined to the sinking of circular shafts, for levels and stopes, very similar in character to those used by the European miner of to-day, also formed part of their scheme of excavation. The department of mining in which the chief weakness of these people would appear to have lain was evidently that of their pumping appliances, since none of these excavations are found to extend far below the level of the valley where the miners would first have had to contend with any considerable influx of water.

36. No clue has yet been obtained which might serve to indicate the race to which these miners belonged. The mode of mining employed differs radically from that in use among the Chinese, and the Malays possess no tradition on the subject, though they commonly speak of the miners as being of Siamese origin. It must be remembered, however, that the Malays of the Peninsula are wont to attribute to Siam anything which is clearly neither the work of themselves nor of the Chinese. Whatever the race may have been, it is evident that it must have attained to a considerable degree of mechanical skill, and presumably to a fairly high state of civilisation, and yet, from an examination of the excavations, one is led to believe that the race which mined them must have been of a somewhat more diminutive stature than either the modern Malay or Siamese.

37. From the appearance of many portions of these workings, it would seem probable that the work of mining was suspended suddenly and never resumed, possibly on account of war, an epidemic, or some other public calamity. In many places rich stone has been broken down, stacked ready for transport, and then suddenly abandoned, and in some of the levels and stopes, chutes of ore have been partially worked and left in a manner which can be only explained by the hypothesis of a sudden interruption.

38. The Company has driven numerous levels into the hills from the level of the valley, but all these drives are intersected at frequent intervals by the ancient shafts and workings, and there can be little doubt but that much of the best stone in this locality, to which the ancient miners were able to obtain access by means of their primitive pumping appliances, has already been worked out. Stone drawn from these levels is, however, being passed through the mill, the average yield hitherto obtained being a little less than 10 dwt. The portion of the Company's mine upon which the success or failure of the enterprise may be said largely to depend, is the excavations below the level of the valley which is surrounded by the hills already mentioned. During the past few years a shaft has been sunk in this valley, and has now attained to a depth of 110 feet. A second shaft was begun during 1893, and had made good progress by the end of the year. Until the levels driven from these shafts have been opened out, and the country in this portion of the mine fully prospected, it would be premature to express any opinion as to the ultimate success of the Company.

39. The Kichau Corporation abandoned its property in October 1892, and work has not since been resumed. An extension of time was, however, granted to the Company,

and the time clause will not therefore lapse until June next. It is the more to be regretted that work on this property should have been discontinued, since very good results were obtained by the Corporation's agents in 1891, and little active work of any kind has been done since that date.

40. The principal tin mines in Pahang are those situated at the head waters of the Kuantan River, which falls into the China Sea some miles to the north of the mouth of the Pahang River. These mines, which are the only lode tin mines in the peninsula, are the property of the Pahang Corporation. The mines at present worked by the management of this Company are three in number, of which the Sungei Lembing mines are the oldest and most extensive. Jeram Batang is situated on the river bank two miles below Sungei Lembing, and Bayas, the third mine, is three miles distant from the river, at a point some miles below Jeram Batang.

41. Early in 1893 reports were circulated to the effect that the Corporation's property had proved to be valueless, but these reports have since been contradicted on good authority, and the impressions which I formed of the prospects of the mine, during a visit which I paid to all the workings in October last, were most favourable. Discoveries subsequently made go still further to warrant the confidence in the Company's prospects which is expressed by those whose local knowledge best enables them to form an opinion.

42. The Corporation has exported during the year 213 tons 15 cwt. of tin oxide, containing 65 per cent. of pure tin, this yield resulting from 5,467 tons crushed, thus giving an average of rather less than four per cent. The Corporation having been chiefly engaged in sinking the shaft at Pollock's mine, on the Sungei Lembing property, sufficient ore only was raised from the surface workings to keep the mill running while this most important development work was being carried on.

43. The following figures show the actual underground work done by the Corporation during the year 1893:—

Length of drives	- - - - -	1,443 feet.
Winzes and rises	- - - - -	806 „
Shaft sinking	- - - - -	120 „

Although so much work has already been done—for the underground mining in 1893, excepting as regards shaft sinking, is not greatly in excess of that effected annually during the last few years—the property cannot yet be regarded as having been sufficiently tested, nor can the Corporation's prospects be considered to be finally assured until the shaft at Pollock's Mine has been sunk to a depth sufficient to definitely ascertain how far the lode penetrates. This shaft was begun in 1892, and it has now reached a depth of 169 feet. If it proves that the lode is a true one, and that it continues into the lower and granite rock, all doubts as to the ultimate success of the mine will be finally set at rest.

44. Good work has also been done in the surface workings at Pollock's and Willink's mines, on the Sungei Lembing property, the mill being kept regularly supplied with ore obtained from these levels.

45. At Jeram Batang, a 20-head battery has been erected, and a further three months' work will enable the Corporation to begin crushing the ore obtained from this mine. Work, however, has been temporarily suspended, owing to lack of funds. The lode at Jeram Batang has been tested by means of three levels to a depth of 100 feet from the summit of the hill in which it is situated, and the lode has been found to open out and to become richer and more pure as it goes down. These indications are so favourable as to justify great hopes of the ultimate success of this portion of the property. Levels 679 feet in length were driven on this mine during the year under review.

46. At Bayas, on the Pahang Kabang property, a site has been cleared and levelled for the erection of a 10-head battery with fire-vanners, and a tramway from the battery site to the mine, a distance of one mile, has been partially laid down. A tramway is also in course of construction from the battery to the river bank, a distance of two miles and one furlong. The greater portion of the latter line had been completed before the end of the year 1893.

47. The work done on all these properties during the year reflects great credit on the management, and, so far as can be judged at the present time, the company has before it fair and reasonable prospects of success. A considerable further expenditure will, however, be necessary before the Corporation can expect to obtain the returns to which they are undoubtedly entitled by the good work which they have performed.

48. The remaining tin mines in this State are all alluvial washings.

PAHANG.

Mr. L. J. Fraser has continued to do good work in the foot-hills on the Pahang side of the main range, in the neighbourhood of Tras, and the upper waters of the Sempan River.

49. At Siar in Ulu Lipis, a considerable amount of work has been done by Chinese and Malay miners, and a larger quantity of tin was exported from Ulu Pahang during 1893 than in any previous year.

50. At Bentong, work was begun by Mr. Bibby, the manager of the Raub Gold Mine, but work has since been abandoned, although the experiment had not been carried sufficiently far to enable a fair opinion to be formed of the value of the land. It is hoped that work will be begun in this district during the current year by one of the principal Chinese capitalists of Selangor.

51. In the Lepar and in other tin mining districts, little or no mining work of importance has been done during the year under review.

52. The total output of gold from Pahang during 1893 amounted to 9,616 oz. as against 3,570 oz. in 1892, and 1,227 oz. in 1891.

The total output of tin during 1893 amounted to 4,450 pikuls as against 4,212 pikuls in 1892, and 5,049 pikuls in 1891. Of this tin, 3,979 pikuls was exported from Pahang proper, and 9,732 pikuls from Kuantan.

53. In concluding this report on the mines of Pahang, I would draw attention to the improvement noticeable in the gold-mining industry, and also to the increased export of tin from Pahang proper. The tin exported from Kuantan is considerably less than the amount exported in 1892, but this, it is hoped, is a merely temporary decrease consequent on the amount of work of a not immediately remunerative nature which the Corporation found it necessary to do during 1893. This decrease in the export of tin from Kuantan notwithstanding, the revenue derived from duty on gold and tin during 1893 is higher than that obtained in any previous year, and present indications would lead one to hope that the advance thus begun is likely to be continued in future years.

That Pahang possesses great internal resources and considerable mineral wealth, few who have had any sufficient opportunity of judging can find reason to doubt, but so long as a policy of rigid economy is adhered to, precluding as it does all possibility of constructing the public works of which the State stands so sorely in need, such progress as Pahang may be able to make will necessarily be slow, and will be due rather to private and individual enterprise than to the action of the Government.

Surrounded as Pahang is by some of the richest and most easily worked tin-fields in the world, the mineral wealth of the State would need to be well nigh fabulous to enable her to compete successfully with her neighbours so long as she continues to labour under the many and heavy disadvantages which at present cripple her, and which can only be removed by vastly improving existing means of communication through the adoption of a generous scheme of public works.

MEDICAL.

54. The general health of the State was good throughout the year, notwithstanding several outbreaks of small-pox in the Kuantan district. This district, bordering as it does on Kemaman, is always liable to infection from that State, where, it is needless to say, no precautions for the isolation and disinfection of small-pox patients are adopted. Though the death-rate of those attacked by the disease was somewhat heavy—more than 40 deaths being recorded in the village of Berserah alone—the epidemic fortunately did not spread to any other part of the State, stringent quarantine regulations being promptly enforced by the Collector, Mr. Owen.

Attempts were made to vaccinate natives both in Kuantan and elsewhere, but the small staff at the disposal of the acting Residency Surgeon, and the continued ill-health of Dr. Smyth, the acting District Surgeon in Ulu Pahang, which incapacitated him for his duties, and further crippled the resources of the medical department, prevented any extensive scheme of vaccination from being carried out during the year. The natives of Pahang, unlike the Malays in other parts of the Peninsula, have no religious scruples against submitting themselves to be vaccinated, but, on the contrary, show themselves anxious to have the operation performed whenever the occasion offers.

55. The acting Residency Surgeon reports that no other serious disease in an epidemic form was prevalent in 1893, unless a mild type of influenza, from which many people suffered during the earlier half of the year, is included. According to the hospital returns the diseases in connexion with malaria, such as fever, diarrhoea, and dysentery, prevailed in approximately the same proportions as in previous years,

and of beri-beri fewer cases are reported in 1893 than formerly, although five deaths from this disease are recorded as having occurred in Kuala Lipis Hospital during the year.

In the Pekan Hospital, 175 in, and 482 out, patients were treated during 1893; the daily average of in-patients numbering 5.5, and the death-rate being 1.7 per cent. of the admissions, the lowest yet recorded. Of the 175 in-patients mentioned above, 109 were members of the Sikh police, which seems to indicate a very high sick-rate in the force. It will also be seen from these figures that the native population does not yet avail itself very freely of the medical advantages at its disposal.

In the Kuala Lipis Hospital, 124 in, and 636 out, patients were treated during the year; the daily average of in-patients being only 3.8, while the death-rate averaged 16.13 per cent. of the admissions. This very high death-rate can only be accounted for by the fact that many of the patients were moribund when admitted to hospital.

56. The following tabulated returns give the results of the meteorological observations by the European medical officers at Pekan and Kuala Lipis. I am indebted to Dr. Rolph, M.D., the medical officer of the Pahang Corporation, for the returns of the meteorological observations taken by him in Ulu Kuantan. From these returns, it will be seen that Pekan on the sea coast is somewhat cooler than Ulu Kuantan, and that Ulu Kuantan is cooler than Kuala Lipis, the latter place being as nearly as possible the exact centre of the Malay Peninsula. The rainfall at Pekan and Ulu Kuantan differs very slightly, that recorded in the latter place being somewhat the heavier. The rainfall at Kuala Lipis, however, is less by more than 30 inches than either of the other recorded rainfalls.

Temperature.

Station.	Maximum.	Minimum.	Mean.	Extreme Daily Range.	Extreme Annual Range.
Pekan	89	65	78.1	20.5	24
Kuala Lipis	98.4	67	Not given	25.2	31.4
Ulu Kuantan	94	75	—	Not given	—

Rainfall.

Month.	Pekan.	Kuala Lipis.	Ulu Kuantan.	Pekan.	Kuala Lipis.	Ulu Kuantan.
	Inches.	Inches.	Inches.	Rainy days.	Rainy days.	Rainy days.
January	5.56	5.86	6.38	13	21	17
February	9.13	3.72	13.39	9	8	10
March	14.48	5.35	10.23	13	15	14
April	9.57	9.12	11.86	15	20	20
May	4.57	2.94	8.98	10	12	19
June	7.19	9.05	4.65	18	17	16
July	7.11	14.65	9.58	16	23	19
August	13.41	9.51	11.05	14	17	20
September	8.70	4.34	7.60	11	11	16
October	8.52	8.43	9.74	14	21	27
November	26.22	17.12	22.15	22	23	27
December	16.15	7.82	18.78	20	15	22
Total	130.61	97.91	134.39	175	203	227

PUBLIC WORKS.

57. The actual expenditure on Public Works incurred by the Government of Pahang during the past year amounted to only \$21,201, the whole of which sum was devoted to the upkeep and repair of existing buildings, town streets, and bridle-tracks. The work which it fell to the department to perform has been well and economically done, but it is not of a nature to call for any special comment.

58. The only cart roads in the State are a few miles of unmetalled bullock-cart roads constructed near the scene of their mining operations by the Raub, Punjom, Selensing, and Kuantan Companies, while the only public work of this nature hitherto constructed

PAHANG, by the Pahang Government is an 8-ft. bridle track from Kuala Lipis to the Selangor boundary, a distance of 52 miles. This track has been kept in good order during the year, and the bridges throughout its length are fairly substantial constructions. The track runs through one of the most populous districts in Ulu Pahang, and passes through or skirts some of the most promising mining land in the State. A considerable traffic passes over the road during the year, and Raub and the vicinity is largely supplied with goods packed by coolies from Selangor. Mr. Fraser, of Tras, has adopted the plan of transporting his tin to Kuala Kubu, and bringing in his rice and other supplies from Ulu Selangor on pack ponies, this method of transport, though sufficiently costly, having proved less expensive than the river route down the Bilut, Klau, Semantan, and Pahang rivers formerly used by him. The Raub Company, however, still adheres to the river route, which, though it is expensive, tedious, and difficult, is the only means by which machinery and other heavy goods can at present be conveyed to the mine.

59. The conversion of this bridle-track into a cart road, throughout its entire length is, in my opinion, the first work on which public money should be expended by the Pahang Government. Such a cart road would greatly facilitate and cheapen transport to the existing mines at Raub and Punjom, and would, moreover, tap and open up communication with other important mining districts in Ulu Pahang. The question of railway construction, important though it undoubtedly is, may well be set aside pending the completion of this work, which would do more than any other to speedily develop the resources of the State. The country between Raub and Kuala Lipis presents few engineering difficulties, but the construction of a cart road thence over the main range to Kuala Kubu would be a somewhat expensive work, and it is estimated that the total cost of this road would not fall far short of \$451,000, the total distance from Kuala Lipis to Kuala Kubu in Ulu Selangor being 73 miles.

60. In 1889, shortly after the introduction of the Residential system, and at a time when the knowledge possessed of the resources of Pahang was less intimate than it has since become, Temerloh was selected as the site of the future capital of the State, and as the point to be regarded as the terminal station of any railroad which might be carried into Pahang from any of the States on the western seaboard. It would appear that Temerloh was thus selected more on account of its geographical position, lying as it does midway between Pekan and Kuala Lipis, than for any intrinsic advantages which might be presented by the district which immediately surrounds it; yet experience in Perak and Selangor tends to show that no town is likely to become a flourishing centre unless great mineral wealth is possessed by the district in which it is situated. Now that a fuller knowledge of Pahang has been gained, there would appear to be weighty reasons for reconsidering the question of the best site of the railway terminus, in view of the new lights since thrown upon the question. These lead me to believe that Kuala Lipis, and not Temerloh, is the point which should be selected.

61. Temerloh, as already stated, lies midway between Pekan and Kuala Lipis, and is divided from each of these places by 100 miles of shallow and difficult river, the reaches lying above Temerloh being slightly worse than those which divide Temerloh from Pekan. This river is usually highest during the north-east monsoon, since the heavy seas which do so much to render the Pahang coast dangerous at this season serve, to some extent, to bank up the waters of the river; when the monsoon ceases, the river usually falls, and for prolonged periods during the ensuing seven or eight months the river is impassable for steam launches drawing two feet of water, and is even difficult for native poling boats of any size. Occasionally, but only when a severe drought occurs, even traffic by native boats is suspended, the smallest Malay dug-out being the only craft which can be used. The river is steadily silting up, and becomes annually more and more difficult.

62. The district in which Temerloh is situated is populated by Malays, who live in the villages on the river banks, and earn their living by the cultivation of their fields. Except on the banks of the rivers, no population is found, the remainder of the district being composed of forest and swamp. So far as can at present be ascertained, the Temerloh district contains no mineral wealth of any importance, the nearest mines of any known value being situated in the upper portion of the Semantan district, and are thus equi-distant from Tras and Temerloh. A road brought from Jelebu or Selangor, therefore, would fail to tap or develop any of the proven mining country in Pahang, and as the greater portion of its length would pass through uninhabited forest and swamp, it would be of little service to the natives of the State, and would only be used by people entering Pahang as a means of reaching Temerloh. At Temerloh itself, and in the district which surrounds it, however, there is nothing to attract immigration,

and people arriving at Temerloh would have to proceed to Ulu Pahang in order to find employment or any scope for private enterprise. In order to reach Kuala Lipis, a journey of 100 miles by river, always a tedious, and sometimes a very difficult and expensive, undertaking, would have to be made, and nothing would therefore be gained by following the Temerloh route in preference to the more direct track *via* Ulu Selangor.

For the transport of goods to and from the mines, a railway or road to Temerloh would be equally useless. At the present time, goods are conveyed by sea from Singapore to Kuala Pahang, and are thence transported to the mines by means of river boats. If a road or a railway were constructed to Temerloh from any one of the ports on the western seaboard, in order that use should be made of it, goods would have to be transported from Singapore by sea to the port in question, thence by road or rail to Temerloh, and from Temerloh to the mines by means of river boats. The disadvantages of this route are obvious. Two trans-shipments instead of one would be necessary, only the easier half of the difficult river journey would be avoided, and the expense would certainly be greater, while the saving of time effected would be trifling. It cannot, therefore, be supposed that this route would be used for the transport of their goods by miners in Ulu Pahang, and such mineral wealth as the Temerloh District may possess is not known to be sufficiently great to warrant the construction of such extensive public works solely with a view to its development. Nor must it be imagined that a road or railway to Temerloh would serve to tap Kuantan, Trenggannu, or Kelantan—a supposition which, I understand, has more than once been used as an argument in favour of the adoption of this line of road. Temerloh is separated from Kuantan by a range of mountains nearly as formidable as that which divides Pahang from Selangor, and even if this natural barrier did not exist, it is improbable that the Temerloh route would be used for the export of such merchandise as Kuantan, Trenggannu, and Kelantan can produce, since the waterways on the eastern seaboard to the north of the Pahang River are at present sufficient means of transport to meet all requirements.

63. The advantages which Kuala Lipis possesses over Temerloh as the objective of a road or railway from the west coast of the Peninsula into Pahang are briefly these: Kuala Lipis is the natural centre of the Ulu Pahang District, which covers a somewhat larger area than the whole of the neighbouring State of Selangor, and comprises the principal mining districts of known value in Pahang proper. A road from the western seaboard to Kuala Lipis would run through many of these auriferous and stanniferous districts, and would also pass along a line of country which, for Pahang, is already thickly populated. The existence of such a road or railway would enable miners in Ulu Pahang to avoid the whole of the long river journey from the mouth of the Pahang River to the mines, which usually occupies from 15 to 20 days, and goods carried by this route would, in many instances, be landed almost at the scene of mining operations, and would save much of the heavy expenses of transport at present incurred by miners in Pahang.

64. It is unnecessary to speak in this place of the supplementary scheme of roads which would necessarily follow upon the completion of the railway or road from the west coast to Kuala Lipis, since nothing is to be gained by such discussion until the main features of the policy of road construction to be adopted in Pahang has been definitely determined. As I have already had occasion to say, in writing of the mines of the State, the development of Pahang depends entirely on the policy which may be followed with regard to road construction, and it may reasonably be doubted whether the Government would not practise a truer economy by expending money on public works which, by developing the resources of the country, would tend to materially increase the revenue, than by continuing in the course at present pursued by annually sinking a considerable sum in the administration of the State, and effecting little which will ultimately tend to increase its material prosperity.

POLICE AND CRIME.

65. At the beginning of 1893, the total force of police in Pahang consisted of 404 officers, non-commissioned officers, and men. This force was composed of four European officers, 288 native officers, non-commissioned officers and men of the Pahang Police, and of 111 non-commissioned officers and men of the 1st Battalion Perak Sikhs, the services of the latter having been placed at the disposal of the Pahang Government pending the complete pacification of the country at the conclusion of the disturbances. Inspector Swain was also lent to the Pahang Government by the Colony of the Straits

PAHANG.

Settlements until the end of February. Early in March, the Perak contingent was withdrawn, its presence being no longer considered necessary. The detachments stationed in Ulu Pahang returned overland *viâ* Selangor, and the detachment at Pekan was sent back to Perak by sea. The behaviour of the Perak Sikhs while in Pahang was deserving of the highest praise, which is the more creditable to the men, since, after the middle of October, they were not commanded by their own European officers.

66. On 1st January, 1893, the strength of the Pahang Police Force amounted to 287 non-commissioned officers and men, commanded by Mr. R. W. Duff, the acting superintendent of police, assisted by three European, and one Malay inspector. Inspector Abrahams, who had been temporarily attached to the Pahang police during the latter months of the disturbances, left the service of the Pahang Government in January. On 31st December, the strength of the force amounted to 296 men of all ranks, the total authorised complement being 307 men. This force is composed of the acting superintendent, two European inspectors, one Malay inspector, 209 Sikh constables, 82 Malay constables, and one native armourer.

67. At the beginning of 1893, the following stations were occupied by detachments of police:—Pekan, Kuala Pahang, Kuala Kuantan, Sungei Lembing in Ulu Kuantan, Temerloh, Pulau Tawar, Kuala Tembeling, Kuala Lipis, Kuala Medang in Ulu Jelai, Raub, Tras, and Lubok Trua on the Semantan River. Early in January, however, it was decided to evacuate Pulau Tawar and to occupy Bentong, at which place no detachment of police had been stationed since the beginning of the Pahang disturbances. In June, the Lubok Trua station was abandoned, it being found impossible to continue to maintain a force at that place with the limited number of men at the disposal of the Police Department. The Semantan district being at the present time one of the most peacefully inclined in the State, the evacuation of this station was not of any great importance. Prior to the outbreak of the disturbances in December, 1891, detachments of police were stationed at Rompin, Endau, Chenor, Lubok Trua, and Kuala Semantan Ulu in the upper portion of the Lipis district, none of which places are at present occupied by police. The presence of detachments at these stations was useful in facilitating the internal administration of the State, but the occupation of no one of these places can be considered to be of vital importance. Nevertheless during the past year, the need of a station at Kuala Semantan Ulu has been frequently felt, since the success of the Siar mines in Ulu Lipis has attracted a number of bad characters to that part of the State, and crime of a serious nature is not infrequent, and cannot always be promptly dealt with, owing to the distance at which these mines are situated from the nearest police station.

68. The discipline of the Sikh Force during 1893 was very good, the defaulter-sheets showing, for the most part, a record of merely trivial offences. The conduct of the Malay police has been less satisfactory, and six cases of desertion are recorded as having occurred during the past year. The Malay, unlike the Sikh, is not by nature a soldier, and the discipline to which the latter readily accustoms himself is always irksome to the former. Such offences as being absent from duty, or asleep on sentry, are only too commonly met with in the defaulter-sheets of the Malay police.

69. With the exception of a few men in the more remote stations, every member of the force has been put through at least one complete course of musketry during the year. The result has been satisfactory, and the marksmanship displayed alike in individual, volley, and rapid firing has been fairly good throughout.

70. No serious illness is recorded as having occurred in the force during 1893, but 177 cases of sickness are reported, which, although the majority were merely slight cases of indisposition, is a large percentage on the total strength of the force. To some extent this is undoubtedly due to the severe nature of the work which the police in Pahang are called upon to perform, it being impossible in many stations to secure to the men more than three nights in bed per week. When it is remembered that in the army men are not usually detailed for night duty more than once in seven days, this will be seen to be exceptionally hard work, which cannot but be a considerable tax on the strength of the men. With the small force at our disposal, however, and in view of the amount of necessary work which has to be performed, the existing arrangements, unsatisfactory though they are, appear to be inevitable.

71. The returns of crime reported to the police during 1893 show a total of 295 cases, of which 216 were discovered. Of the 79 cases not discovered, 30 related to trivial thefts. Seventeen cases of murder occurred during the year, only five of which ended in the capture of the murderer. Of these 17 murders, 10 occurred in Kuantan, 4 in the Pekan district, and 3 in Ulu Pahang. Of the 10 murders committed

in Kuantan, 7 were the work of a gang of Malays from Kemaman, who made a raid into the Kuantan district in March, 1893. Every effort was promptly taken to capture the members of this gang, but they succeeded in making good their escape, crossing the border, and re-entering Kemaman territory before they could be intercepted. Applications to the Trengganu authorities for the extradition of these criminals have not yet led to any practical result.

The position of Pahang, situated as it is on the borders of Kemaman, Dungun, and Kelantan, renders the State peculiarly liable to raids of this nature, and makes the need of formal extradition treaties with the rulers of these neighbouring territories imperatively necessary. The police force, however large it might be, could never effectually guard the frontier, which is more than 120 miles in length, and abounds in rough and thickly wooded country. It is equally impossible to pursue criminals with armed men into these friendly States, and the only resource left to us is to apply for assistance to the local authorities. These authorities, unfortunately, in common with the rulers of most independent native States, are somewhat supine in matters of this nature, and display no particular anxiety to free their territories of malefactors. Such assistance as they at present afford to us, when given at all, is therefore apt to be of an unsatisfactory character; nor will the government of Pahang be in a position to insist on more active aid being lent to it until a formal extradition treaty, the provisions of which the rulers of these States would be bound to respect and fulfil, has been entered into with the Sultan of Kelantan and the Sultan of Trengganu.

72. The returns of crime from Ulu Pahang show that gold stealing from the European mines is becoming yearly more common. A number of people have been convicted for this offence and have been severely punished, but all efforts have hitherto failed to check this form of crime, and it is probable that some special legislation on the subject will be laid before the State Council during the current year. Every precaution is at present taken, all the coolies being searched before they are allowed to leave the shafts, but in mines like those of Pahang, where the gold is often plainly visible, the temptation to the cooly is irresistible; and though those who are discovered receive heavy sentences, the extraordinary ingenuity with which the gold is concealed saves the large majority of gold stealers from detection.

COURTS.

73. The magisterial work of the State has not been heavy during the past year, although an increase is noticeable on the number of cases tried in previous years. The criminal cases tried in Pahang during 1893 numbered 389, of which 104 were heard at Pekan, 115 at Kuala Lipis, 88 at Kuantan, 64 at Kuala Pahang and 18 at Temerloh.

The civil cases numbered 352, of which 65 were heard at Pekan, 137 at Kuala Lipis, 98 at Kuantan, 28 at Kuala Pahang, and 24 at Temerloh. These figures show that the Court work is heaviest at Kuala Lipis, the centre of the principal mining districts of the State. The number of cases, both criminal and civil, heard in the Kuantan district is very large when the small population of that part of Pahang is remembered. Kuantan, however, like Ulu Pahang, is a mining centre, and its inhabitants, as is only to be expected, are less orderly and more litigious than are the natives who form the population of the purely agricultural districts.

74. The only Court of Appeal, and the only Court in which prisoners committed by the lower Courts are tried, is at present the Supreme Court at Pekan, which is presided over by the Resident. The work of this Court has never been heavy, and is not as yet sufficient to justify the appointment of a chief magistrate, even if the finances of the State were in a position to bear the extra expense which such an appointment would necessarily entail. Hitherto, the system now in force has worked well, and substantial justice has been done, but I cannot but think that it would be more satisfactory could an arrangement be come to by which cases at present heard by the Resident's court could be tried by a judge possessing superior legal training to that which can be claimed by any official now in Pahang. The chief magistrates of Perak and Selangor, possess the necessary knowledge and experience, and any scheme by which regular Pahang assizes, presided over by one of these officers, could be arranged would be of great benefit to this State.

PRISONS.

75. The number of prisoners in confinement in the Pekan Gaol on 1st January, 1893, was 43. The number remaining in gaol on 31st December, 1893, was 40.

PAHANG. During the year, 77 prisoners were admitted, 60 were discharged, 13 were transferred to the Kuantan and Kuala Pahang gaols, three were executed, two escaped, and one died in prison.

In the Kuala Lipis gaol, the number in confinement on 1st January, 1893, was six, and on 31st December, 1893, 24 prisoners remained in confinement. Three deaths occurred in this gaol during the year.

The general health of the convicts has been good, the gaols having been less crowded than they were in 1892. Neither of the present buildings is satisfactory, however, and provision has been made in the estimate for the current year for the construction of new gaols both at Pekan and Kuala Lipis. At the latter place, the number of prisoners shows an annual tendency to increase.

GENERAL.

76. His Highness the Sultan, who had been absent in Johor and Singapore since the autumn of 1892, returned to Pahang, with all his household, on 28th May, and took up his residence at Pekan. The presence of His Highness at head-quarters has considerably facilitated the despatch of public business, the long delays being avoided which formerly, during His Highness's absence at Pulau Tawar, were wont to occur whenever any important matter, which it was necessary to lay before him, had to be decided.

77. His Excellency the Governor (Sir Cecil Clementi Smith, G.C.M.G.), accompanied by the Hon. Major McCallum, R.E., C.M.G., and by his private secretary, arrived at Kuala Pahang on the morning of 19th July, and visited Kuala Kuantan on the afternoon of the same day. I accompanied His Excellency to Kuantan, and thence to Trenggannu and Kelantan, returning to Kuala Pahang on the morning of 22nd July. His Excellency spent the night at Pekan, inspected the barracks, gaol, hospital, and other Government buildings, and left for Singapore in the "Sea Belle" on the following day.

78. His Highness the Sultan of Trenggannu visited Pekan on 26th October, in order to fetch his wife Tungku Long, the eldest daughter of the Sultan of Pahang, to whom he had been married in 1886. The Sultan of Trenggannu, who was accompanied by more than a hundred of his nobles and followers, spent eight days at Pekan, during which time he was the guest of the Sultan of Pahang. On 3rd November, His Highness returned to Trenggannu, being escorted by several Pahang chiefs in addition to his own following. I had the pleasure of several interviews with His Highness during his visit.

79. At the end of September 1892, all the rebels who had taken up arms against the Government had been driven out of Pahang, and shortly afterwards negotiations, with a view to inducing them to surrender, were opened with them by the Government through the Datoh Mahraja Perba of Jelai. These negotiations have been proceeded with at intervals during the whole of the past year, but no practical result has hitherto been obtained, the rebels, though evidently anxious to come to terms, apparently fearing to risk their lives by trusting too implicitly to the promises which have been made to them. This feeling of distrust, however, is gradually being overcome, and it is probable that before long both the ex-Datoh Gajah and the ex-Orang Kaya Pahlawan will surrender themselves to Government. These chiefs have now been deserted by nearly all their followers, the people who left the State in their company having since come in in large numbers and given themselves up to Government, and it is probable that they could not at the present time muster more than a dozen fighting men should they desire to create further trouble. There is little reason to anticipate that any of the chiefs now in Pahang would be willing to afford active assistance to the rebels. Should the latter contemplate a renewal of hostilities, and so long as this continues to be the case, the presence of the rebel chiefs on our frontier cannot be regarded as a subject for any very serious anxiety.

80. The immediate effect produced by the disturbances of 1892 upon the natives of the State has been to render both chiefs and people more amenable to the influence of the Resident and his officers than was formerly the case. Pahang as it is to-day presents a picture which differs widely from that which confronted a stranger entering the country seven or eight years ago. The change which has been effected by the introduction of the Residential system is to be looked for, however, not in a vastly improved system of communication, nor yet in a very marked advance in the material prosperity of the State, but rather in the great improvement noticeable in the condition of the bulk of the native population. The government of an independent native State,

when it has not been moulded by European influence, is conducted on lines which are closely analogous to the feudal system of Europe in the Middle Ages. The principal chiefs hold their rank, their titles, and their lands under a warrant from the Sultan in return for military and other service, and in each district the petty headmen occupy a similar position under the local chief. The peasant practically possesses no rights of any kind, and is subject to all manner of oppression. He is liable to be called away at any moment from tilling his fields or reaping his crop, to perform gratuitous labour for the raja, for the great chiefs, or for his petty headman, such duty often entailing an absence of months from his home, during which time he lives at his own charges, while his wives and children subsist as best they can on the charity of their neighbours. Such property as the peasant possesses, in an independent native State, continues to be his only so long as it is not coveted by any man more powerful than himself, and even the women of his household are no more free from abduction than are his other possessions from the depredations of the nearest chief. Taxes many and heavy are levied at frequent but irregular intervals, the amount and number of these impositions being regulated purely by the full or depleted condition of the headmen's purses. Heavy import duties are collected on all foreign produce brought into the State, and the prices of such commodities are accordingly very high. Opium, salt, and tobacco are royal monopolies, and planting the latter within the State is a criminal offence. A reputation for wealth is in itself sufficient to render its unfortunate possessor liable to be heavily fined for the wholly imaginary misdeeds of himself or his relations. The peasants, and even those of the chiefs who are not assured of the royal favour, submit without a murmur to almost any act of oppression, fearing to protest lest some worse thing should befall them. Much more to a like purport might be written to complete this sketch of a native State under Malay rule, but enough has been said to indicate the position which the Pahang peasants occupied prior to the introduction of the Residential system. At the present time, the rights of the peasant are fully recognised. His wives and children, his land, and the fruits of his labour, are, at length, really his own, and the knowledge that this is so has bred a spirit of independence in him which quells the dread of his superiors which formerly caused him to suffer in silence, and prompts him to complain to the nearest district officer should he consider himself to have been ill-used by his chief, or should his rights have been encroached upon by his neighbours. Such taxes as he is now called upon to pay are light and are in proportion to the area and value of his land, and the import duties on foreign produce having been removed or diminished, many necessaries of life are now cheaper than formerly. The lot of every peasant in the State has thus been greatly ameliorated, and in effecting this the Government of Pahang, even if it has hitherto failed to adequately develop the resources of the country, has performed a sufficiently good work to justify its existence.

81. Of the future prospects of Pahang it is difficult to write with certainty at the present time, since the policy to be adopted for financing the State still remains undecided. It is possible that Pahang may eventually prosper even without receiving increased aid from the neighbouring protected States, but its progress will certainly be slow, and during a period of years the large sums necessary for its administration will annually continue to be sunk, before it can be hoped that the resources of the country will have been sufficiently developed to enable the State to become self-supporting. No one having the interests of Pahang at heart can pretend to regard the continued adoption of the present policy with any degree of satisfaction.

If this policy, which entails a considerable annual expenditure, but makes no provision for the development of the State by means of public works, is finally abandoned, two alternative schemes remain, either of which are, in my opinion, better calculated than is the present policy to ensure the ultimate prosperity of Pahang. The first, and less satisfactory of these alternative policies, is one of further retrenchment on present expenditure on account of administration, with a view to enabling all available funds to be devoted to the construction of public works. In order to carry out this plan, it would be necessary to reduce the European staff to an agent at Pekan, with possibly an assistant in Ulu Pahang, to disband the police force, to discontinue the salaries to the native chiefs, and to place the administration of the country and the collection of the greater portion of the revenue of the State in the hands of His Highness the Sultan. The salaries of the British agents, and a certain per-centage on the moneys lent by the other protected native States, might be made the first charge on the revenue, and any funds which Perak and Selangor were prepared to lend to Pahang could then be expended solely on the construction of public works. This policy, however, is open to very obvious objections. The government by the natives of

PAHANG.

the State, even though checked by the presence of a British agent, would be only too likely to degenerate into the old oppressive native rule to which I have had occasion already to refer in this report. Much of the work which has been done during the last five years would be wasted, but in the end it is probable that Pahang, owing to the increased expenditure on public works, would progress and develop far more speedily than is possible if the present policy is persevered with.

The alternative plan, which is open to no such objections as those which I have mentioned above, is to incorporate Pahang, for all purposes of administration, with the other and wealthier native States on the western seaboard. To attach Pahang to Selangor would scarcely effect the object aimed at, since Selangor, unaided by Perak, would probably find difficulty in financing Pahang on a scale sufficient to ensure a speedy return on the outlay made. At the present moment, the Government of Selangor has commenced the construction of a road into Ulu Pahang, of which 8 miles will be constructed during the current year, similar sections being added annually until the road, which is nearly 80 miles in length, is completed. I have no reason to suppose that Selangor is prepared to undertake the construction of public works for the development of Pahang on a larger scale than this, yet several years must elapse before this State will reap any benefit from works which will take so long to complete, and during these years the progress of Pahang must continue to be tardy and unsatisfactory.

82. If all the native States were welded into one, however, with a single head, a single purse, and a general policy for them all, Pahang would speedily receive the financial aid and close attention which she so sorely needs for the complete development of her resources. Though crippled for want of money at the present time, it is improbable that Pahang will always be in that condition, while it is possible that in years to come those native States which are wealthy to-day may have partially exhausted their resources, and may, in their turn, stand in need of aid. Unless some policy of amalgamation with the other native States is adopted, the progress of Pahang will continue to be slow, and such results as the Government may be able to effect will, as in former years, be wholly disproportionate to the large sums annually expended for the administration of the country.

I have, &c.

British Residency, Pekan,

HUGH CLIFFORD,

April 21, 1894.

Acting British Resident.

28/6/62
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SOUTH AFRICAN REPUBLIC.

PETITION

FROM CERTAIN

BRITISH SUBJECTS RESIDENT IN THE SOUTH AFRICAN REPUBLIC

PRESENTED TO

SIR H. B. LOCH AT PRETORIA.

Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.



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1894.

[C.—7554.]

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Petition

FROM CERTAIN

BRITISH SUBJECTS resident in the SOUTH AFRICAN REPUBLIC presented to SIR H. B. LOCH at Pretoria.

Johannesburg, June 1894.

WE, the undersigned loyal subjects of Her Majesty the Queen, beg respectfully to tender you, on behalf of Her Majesty's subjects in the Transvaal, a hearty welcome upon this, the occasion of your Excellency's second visit to Pretoria.

Your Excellency's arrival at this juncture affords us the opportunity of stating with what confidence we regard your tenure of the high office of Her Majesty's Chief Representative in South Africa; and of stating that we respectfully look to your Excellency to uphold the interests of all British subjects in the Transvaal in a manner consistent with the greatest of the traditions of our country; and so as to maintain and strengthen the attachment of our fellow-countrymen to their Queen.

Your Excellency will hardly need to be reminded how great are the interests of Her Majesty's subjects in this country; but we would wish to emphasize, for your Excellency's consideration, the peculiar difficulties which have lately manifested themselves as being incidental to our position here.

Denied the franchise, and having recently been subjected to the indignity of seeing a petition presented by 13,000 residents—mainly subjects of the Queen—praying for some relaxation of the unjust franchise laws, greeted with laughter and scorn by the legislature; having further been informed by the authorities that not only we, but our children, born in the country, can never hope to participate in the more precious privileges of citizenship; our wrongs have lately been accentuated by the circumstance that the courts and the Government of this State have declared our liability to be called out at any time, without pay or compensation, for compulsory military service, for the carrying out of the laws, in the making of which we can never have any voice, and in the enforcement of which we have no interest.

We beg to assure your Excellency that this position of affairs is to us so intolerable that the situation is fraught with the possibility of serious results; and we respectfully beg your Excellency to bestow the gravest and most serious consideration upon it.

We pass by the numerous other grievances and disabilities under which we labour in this State, being well aware that your Excellency is fully conversant with them.

In the trust that our reliance upon Her Majesty's Government, whom it is your high privilege to represent in South Africa, may always be justified, and that we shall not have approached your Excellency in vain with this bare suggestion of the gravity of the situation.

We beg to subscribe ourselves,

Your Excellency's Obedient Humble Servants,

To His Excellency

(14,800 signatures).

Sir H. B. Loch, K.C.M.G., &c., &c.,

Her Majesty's High Commissioner for South Africa.

28/6/62

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R E P O R T

MR. F. J. NEWTON, C.M.G.,

UPON THE CIRCUMSTANCES CONNECTED WITH THE

COLLISION BETWEEN THE MATSUYAMA
THE FORCES OF THE
DUTCH SOUTH AFRICA COMPANY

F O R T V I C T O R I A

IN JULY 1893,

AND CORRESPONDENCE CONNECTED THEREWITH.

(A Map will be found at page 34.)

Presented to both Houses of Parliament by Command of Her Majesty.
August 23, 1894.



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MATABELELAND.

R E P O R T

BY

MR. F. J. NEWTON, C.M.G.,

UPON THE CIRCUMSTANCES CONNECTED WITH THE

COLLISION BETWEEN THE MATABELE AND
THE FORCES OF THE
BRITISH SOUTH AFRICA COMPANY

AT

F O R T V I C T O R I A

IN JULY 1893,

AND CORRESPONDENCE CONNECTED THEREWITH.

(A Map will be found at page 39.)

Presented to both Houses of Parliament by Command of Her Majesty.
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1894.

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TABLE OF CONTENTS.

Serial No.	From or to whom.	Date.	Subject.	Page.
—	To Sir W. G. Cameron	1894. — Aug. 23	Requests that he will convey to Mr. Newton an expression of the Secretary of State's appreciation of the manner in which he has carried out his instructions, and concurrence in the conclusions arrived at; the British South Africa Company should be informed of Lord Ripon's satisfaction at the exoneration of Dr. Jameson and the officials of the company generally.	1

PART I.

—	Sir H. B. Loch	1894. — July 18 (Rec. Aug. 6.)	Transmits Mr. Newton's report on certain occurrences at Victoria in July 1893.	3
---	----------------	---	--	---

PART II.

CORRESPONDENCE.

1	Sir H. B. Loch	1893. — July 12 (Rec. Aug. 1.)	Transmits copy of a telegram from Dr. Jameson to Dr. Harris relative to the Matabele raid near Victoria.	47
2	Ditto	July 19 (Rec. Aug. 7.) Extract.	Transmits copy of a further telegram from Dr. Jameson respecting the Matabele raid near Victoria.	48
3	Dr. Jameson to British South Africa Company, Capetown.	July 22 (Rec. C. O. Aug. 14.) Telegraphic.	Reports the circumstances of the encounter between Captain Lendy with 38 men and 300 Matabele indunas.	49
	To Sir H. B. Loch	Nov. 2	Transmits newspaper extracts bearing upon the affray between the Matabele impi and the Company's police near Victoria, points out that these accounts differ materially from that furnished by the Administrator, and requests that the matter may be investigated.	49
5	Ditto	Nov. 20	Encloses a further newspaper extract as to the affray near Victoria, and observes that the whole subject needs the most searching investigation.	51
6	Sir H. B. Loch	Dec. 5 (Rec. Dec. 22.)	Transmits copy of correspondence with the British South Africa Company respecting the collision with the Matabele at Victoria.	56
7	Ditto	1894. — Dec. 15, 1893 (Rec. Jan. 8, 1894.)	States that the charges against Captain Lendy will be investigated upon the conclusion of hostilities, and recommends that the inquiry should be referred to Major Sawyer or Mr. Newton.	56
8	To Sir H. B. Loch	Feb. 15	States that, notwithstanding the death of Captain Lendy, the inquiry into his actions at Fort Victoria should be proceeded with, and that the investigation should be intrusted to some officer of the necessary professional training but wholly unconnected with the political aspects of the question.	57

Serial No.	From or to whom.	Date.	Subject.	Page.
9	Sir W. G. Cameron -	1894. — May 1 (Rec. May 21.) Extract.	Forwards copy of Proclamation conferring powers on a commissioner to inquire into the Victoria incident, and of instructions to Mr. Newton as such commissioner.	57
10	Ditto - - -	May 16 (Rec. June 2.) Extract.	Transmits copy of a telegram to the Administrator, British Bechuanaland, conveying further instructions to Mr. Newton as to the scope of the inquiry to be conducted by him.	62

THE MARQUESS OF RIPON

TO

SIR W. G. CAMERON (ACTING HIGH COMMISSIONER).

SIR,

Downing Street, August 23, 1894.

I HAVE received and considered Sir H. Loch's Despatch of the 18th ultimo, forwarding Mr. Newton's report of his inquiry into the occurrences at Fort Victoria in July 1893.

I request that you will express to Mr. Newton my appreciation of the manner in which he has carried out his instructions. He appears to have conducted the inquiry carefully and thoroughly, and his examination of the evidence collected by him is clear and impartial. It is, therefore, unnecessary for me to do more than state that I concur in the conclusions at which he has arrived.

I enclose printed copies of Mr. Newton's Report. It should be communicated to the Managing Director of the British South Africa Company at Cape Town, and in doing so he should be informed that it has given me sincere satisfaction to find that the result of an inquiry so exhaustive and impartial has been clearly to exonerate Dr. Jameson and the officers of the British South Africa Company generally, from the serious charges which had been made against them in connexion with these occurrences.

I have, &c.

(Signed) RIPON.

MATABELELAND.

PART I.

REPORT

BY

MR. F. J. NEWTON, C.M.G.,

UPON THE

CIRCUMSTANCES CONNECTED WITH THE COLLISION BETWEEN THE
MATABELE AND THE FORCES OF THE BRITISH SOUTH AFRICA COMPANY
AT FORT VICTORIA IN JULY 1893.

SIR H. B. LOCH to the MARQUESS OF RIPON.
(Received August 6, 1894.)

Government House, Cape Town,
July 18, 1894.

MY LORD MARQUESS,

I HAVE the honour to transmit, for your Lordship's information, the report from Mr. Newton, dated the 7th instant, giving the result of the inquiry held by him at Buluwayo and Victoria into the events that took place at Victoria in July last.

The report is accompanied by the evidence of a considerable number of witnesses, taken on oath before him, as well as the evidence embodied in affidavits of persons who were unable to be present.

Other documents, either of an explanatory character or bearing on the case, are likewise forwarded.

Mr. Newton's report has been prepared with much care and ability, and the general conclusions at which he arrives appear to be based on a careful analysis of the evidence and of all the circumstances connected with the incident.

The evidence shows beyond all doubt that Doctor Jameson's order was for the Matabele to withdraw within one hour—not across, but towards, the border; that it was a wise and proper order to give, and was fully understood by the Matabele.

The young men having only gone some three miles in three hours, and having stolen cattle belonging to the white residents (in itself an act of war), was ample justification for the action taken by Captain Lendy to enforce obedience to an order deliberately given, and upon the enforcement of which, as it would appeal to Native intelligence, depended in a great measure a stop being put to the raiding on the Mashonas, and, to the Europeans, exemption from the danger of being attacked in their laager at Victoria.

I have, &c.

(Signed) HENRY B. LOCH.

Enclosure 1.

Sir,

Vryburg, July 7, 1894.

In accordance with the instructions contained in Sir W. Cameron's Despatch of the 1st May last, I have the honour to report to your Excellency the result of the inquiry, held by me at Buluwayo and Victoria, into the events which took place at Victoria in July last.

2. Sir W. Cameron's Despatch reached me at Buluwayo on the 18th May, and Dr. Jameson and Mr. Caldecott, Crown Prosecutor of Mashonaland, the officer appointed to appear on the Company's behalf, arrived on the 20th. On the 21st, 22nd, 23rd, and 25th I took evidence at Buluwayo, and on Tuesday the 29th, immediately after finishing other business there, I left for Victoria by waggon. The journey took 13 days, but was a shorter way of reaching that place than by waiting several days to go round either by the Charter or Tuli roads. I arrived at Victoria on Monday morning the 11th June

and examined witnesses on that and the two following days. I also went to country where Captain Lendy's force came in contact with the Matebele.

On returning through Palapye I met the Rev. W. C. Willoughby, whose letter "Daily Chronicle" was forwarded to me for the purposes of this inquiry. His letter with that of Mr. Moffat on one point, is attached.

3. I have now the honour to enclose:—

- (1.) Schedule and Index of Evidence taken, setting forth the names of the witnesses and their callings.
- (2.) (3.) (4.) Minutes of the Evidence, taken down by myself, of twenty-five witnesses, at Buluwayo, Victoria, and Palapye respectively.
- (5.) Affidavit by J. S. Bastard. (See Schedule and Minutes.)
- (6.) Affidavit by M. E. Weale, trumpeter. (See Schedule and Minutes.)
- (7.) A list of the mounted patrol which went out, by Dr. Jameson's instruction, under Captain Lendy's command, to drive off the Matebele. I made a list of calling as witnesses every man of this patrol that could be found. The number of eighteen of them has been secured.
- (8.) Sketch of the country where Captain Lendy's patrol met the Matebele.
- (9.) Copy of the "Mashonaland Times" of the 20th July, referred to in this letter and in Mr. Willoughby's letter.

(4.) I will now proceed to give Your Excellency a narrative of what is known of the "Victoria Incident," generally, from the time of the arrival of the Matebele in the neighbourhood of Fort Victoria on the 9th July last, and particularly of the events of the 18th July, up to the return of Captain Lendy's patrol on the evening of the 18th. In doing so I shall, when necessary, refer, in the margin, to the evidence of witnesses according to the numbered pages of their evidence.

I propose afterwards to deal with specific points which have been raised in the Secretary of State's despatch and its enclosures, where the official accounts of the incident are alleged to differ from accounts furnished by other persons, or where persons have made allegations which do not appear in the official accounts.

5. Narrative.

On the afternoon of Sunday the 9th July, that part of Mashonaland 'surrounding' Victoria was overrun by a large force of Matebeles. I am in a position to give you what I believe to be a fairly accurate estimate of the numbers of that force from the evidence supplied by Manyow, the Matebele Induna in command of it, who appeared before me at Buluwayo on the 23rd May. It consisted of three Matebele regiments—Mhlahlanhlela, the N'Suka, and the N'Sima, and the fighting forces of eight to ten N'Sinda, Euxa, Oyinga, Mobanbeni, N'Singo, N'Swananyé, Sizinda, and N'Gweta, besides a lot of stragglers from the Magholes (serfs) belonging to those towns. 2,500 Majakas (young warriors-soldiers) left Buluwayo, and the Magholis picked up on the way were about 1,000 in number.

As to the proceedings of this Matebele impi in the neighbourhood of Victoria on the 18th July there is and can be no question. The whole country swarmed with them. The Mashonas had fled—some to their kopjes, where they were besieged, some to Victoria, and others far away westward. Many of the men were barbarously murdered—stabbed and mutilated. It is unnecessary for me to discuss to what extent such barbarities were defensible from the Matebele point of view, but it is impossible to ignore the feeling of indignation and disgust which was felt by the inhabitants of Victoria and the district at the indiscriminate slaughter by the Matebele of Mashona men and the abduction of the Mashona women and girls. It may be urged that Lobengulu's impi was acting technically within Lobengulu's rights, but the facts cannot be gainsaid, it appears to me the only point that can be urged in behalf of the Matebele. But there can be no doubt the Matebele exceeded any so-called right of Lobengulu to harry the Mashonas. The impi was directed to proceed against the Zimuntu and Bere (Mashona Chiefs), who were known to have assisted white settlers in the district by furnishing them with grain and labour. But the Chief Manyow had little or no control over the younger and headstrong Majakas or over the troops of Magholes (serfs), who had followed promiscuously from the towns on the road to Buluwayo to join in the raid. The whole country north-east and south of Victoria was scourged by them. Mr. Willoughby, in his letter of the 16th October * to the "

Manyow, p. 25.

Lord H. Paulet, p. 15.
Mr. Vigers, p. 16.
" Napier, p. 18.
" Weir, p. 20.
" Chalk, p. 23.
Tr. Forrestall, p. 30.
Mr. Brabant, p. 32.
Makombi, p. 36.

Makombi, p. 36.

ronicle," throws some doubt on a statement that one English farmstead was raided, no report had reached him to that effect other than the official report quoted by him. I gather from the evidence, and am quite satisfied, that several English farmsteads were raided. By "raiding" I mean that the Matebele came upon these farms, stayed there, seized the herds, killed all the Mashona servants they could catch, and appropriated the cattle they could find, without inquiring whether they were the property of Mashonas or English. Many of the cattle so captured they must have known to be the property of white men. Some branded cattle were found in their possession on the day when the patrol went out from Fort Victoria, others were returned by the more reasonable Indunas, after pressure by Captain Lendy, previous to the arrival of Dr. Jameson at Victoria. Many of the cattle captured and carried off were the property of the Company or of private individuals; and it was pointed out, with some force, by more than one witness, that among Natives the capture and carrying off of cattle is an act of war, and it is in fact one of the principal methods of carrying on warfare among Native tribes. The Matebele, therefore, who captured white men's cattle, and retained possession of them, must have known they were liable for the consequences.

The details set forth in the evidence of the events between the 9th and the 18th July can hardly be disputed. I take it as proved and accepted that the Matebele were in possession of the whole country side, that they entered the precincts of the town of Fort Victoria, not merely according to map as alleged by Mr. Willoughby, but close to the hospital and church, as deposed by the Civil Commissioner, Mr. Vigers, and others; that they squatted on the "commonage" (which I may here inform Mr. Willoughby is a tract of grazing ground set apart and adjoining every South African township, for the common use of its inhabitants), and that mining, agricultural, and pastoral pursuits were at a standstill owing to their presence. The Chief Manyow entered the town prior to the arrival of Dr. Jameson, and called upon Captain Lendy, who was magistrate, to hand over to him the Mashona refugees—men, women, and children—whom he saw had obtained a sanctuary in the fort. Captain Lendy gave the only reply which it was possible for an officer in his position to give, but he couched it in terms of extreme fairness. He did not exonerate the Mashonas from any charges made against them, but in reply to the grim undertaking by Manyow that he would not kill the prisoners in the river and dirty the water, but would take them into the bush and kill them there, he said that as magistrate he would not surrender them untried, but Manyow would make a charge against them he would try them.

Dr. Jameson arrived at Victoria on Monday the 17th July, passing troops of raiding Matebele close to the town. Immediately on his arrival he sent word to Manyow that he must come in on the following day to speak with him. The Indunas, armed, and accompanied by armed men, duly arrived within 300 yards of the fort. Here Sergeant Fitzgerald with four men was sent out to tell them they must lay down their arms, with which order they complied. An indaba was then held about mid-day at the gates of the fort, of which a full account can be gathered from the evidence of various witnesses who were present. Captain Napier acted as interpreter, and Mr. Brabant, who also understands Setebele, was also in attendance. Besides Dr. Jameson, Captain Napier, and Mr. Brabant there were present Mr. Vigers, Lord Henry Paulet, Mr. Drew, and others. It would appear that Dr. Jameson took a strong line in speaking to Manyow, told him he was lying to him, and asked him why he had permitted all these proceedings in the neighbourhood. Were they, by the King's orders, interfering with whites? Why had they killed servants and carried off cattle? He then proceeded to ask Manyow whether it was true that he had lost control over his young men, and on Manyow admitting this Dr. Jameson told him, "You, Manyow, and those who obey the King's orders, must go across the border. I give you an hour to go." (In interpreting "one hour," Mr. Napier pointed to the sun as it was then and as it would be in about an hour.) "Leave your young men, and I will deal with them." In saying this, or words to this effect, Dr. Jameson pointed at the guns in the fort, thereby giving the chief to understand that force would be used should the young men decline to retire. He then walked away. The chief sent a message after him by Lord Henry Paulet to ask where the border was, to which Dr. Jameson replied, "Tell him he knows." The meeting then broke up. All witnesses agree in their description of the conduct of the young Induna Umgandan at this meeting; he was insolent in voice and manner, constantly interrupting the speakers and endeavouring to assert himself. At the end of the indaba he made use of some such expression as "We will be driven across,"

Mr. Napier, p. 18.
" Neal, p. 24.
" Brook, p. 31.
" Brabant, p. 32.
" Eksteen, p. 34.

Mr. Napier, p. 18.
" Weir, p. 20.
" Neal, p. 24.
Manyow, p. 25.
Mr. Gloag, p. 25.
" Slater, p. 27.
" Forrestall, p. 30.
" Brook, p. 31.
" Brabant, p. 32.
" Bastard, p. 38.

Mr. Neal, p. 24.
" Colenbrander, p. 24.
" Moffat, p. 37.

Mr. Vigers, p. 16.
" Weir, p. 20.
" Chalk, p. 28.
" Brabant, p. 32.
" Drew, p. 35.
" Willoughby, p. 36.

Lord H. Paulet, p. 15.
Mr. Vigers, p. 16.
" Napier, p. 18.
" Chalk, p. 28.

Mr. Chalk, p. 28.
" Forrestall, p. 30.
" Eksteen, p. 34.
" Drew, p. 35.

Lord H. Paulet, p. 15.
Mr. Vigers, p. 16.
" Napier, p. 19.
Dr. Jameson, p. 19.
Manyow, p. 25.
Mr. Chalk, p. 28.
" Forrestall, p. 30.
" Brook, p. 31.
" Brabant, p. 32.
" Eksteen, p. 34.
" Stroyan, p. 35.
" Drew, p. 35.
" Willoughby, p. 36.
" Bastard, p. 38.

Lord H. Paulet, p. 15.
Mr. Vigers, p. 16.
" Napier, p. 18.
Dr. Jameson, p. 19.
Mr. Chalk, p. 28.
" Forrestall, p. 30.
" Brook, p. 31.
" Brabant, p. 32.
" Eksteen, p. 34.
" Stroyan, p. 35.
" Drew, p. 35.
" Willoughby, p. 36.
" Bastard, p. 38.

Lord H. Paulet, p. 15.
Mr. Napier, p. 18.

Dr. Jameson, p. 19.
Manyow, p. 25.
Dr. Brabant, p. 32.

or "Let us drive them." The evidence is slightly conflicting as to what he actually say, but he certainly said something, which created the impression in minds of those present that he meant to disregard the Doctor's warning. The evidence of Dr. Jameson and Messrs. Napier and Brabant leaves little room for doubt to this.

H. Paulet, p. 15.

Jameson p. 19.

On the departure of the Matebele, the Europeans went to lunch, and orders were given to Lord Henry Paulet (the officer commanding the Victoria Rangers), Captain Lendy, to select as many men as he could find horses for, to parade at 2 o'clock for mounted patrol. The parade fell in at two and it was some time at this before Captain Lendy took over the command. After the men had fallen in Dr. Jameson deposes that he gave Captain Lendy verbal instructions to the following effect, "You have heard what I have told the Matebele; I want you to carry this out. I don't want them to think it is merely a threat; they have had a week of threats already, with very bad results. Ride out in the direction they have gone, towards Magomoli's kraal. If you find they are not moving off, drive them, as you hear me tell Manyow I would, and if they resist and attack you, shoot them." Dr. Jameson cannot guarantee that these words were his orders verbatim, but he states that they are probably very nearly so, as the orders were given verbally in the same way as then repeated them before me.

Enclosure 5.

Enclosure 8.

Serg. Kennelly, p. 22.
Corp. Gloag, p. 26.
Tr. Brook, p. 31.

Lord H. Paulet, p. 15.

Manyow, p. 25.

Makoombi, p. 36.

Mr. Brabant, p. 32.

Mr. Napier, p. 18.
Weir, p. 20.
Posselt, p. 23.
Neal, p. 24.
Manyow, p. 25.
Mr. Slater, p. 27.
Gloag, p. 26.
Bastard, p. 38.

It was about an hour and three-quarters after the close of the indaba when the patrol left the fort in column of half-sections. It consisted of about 40 men. I could get no accurate list of those who formed it, but 35 men were warned, and it is probable that 38 men fell in in the fort, and perhaps some five or six who had horses to ride afterwards joined. A list of the names and ranks of those known to have been present is attached. The volunteers rode first out of the fort, the police being in the rear. The columns cantered a few yards away from the fort, and then settled down to a walk (which pace they maintained till the Matebele were sighted), and proceeded in that direction slightly west of north, according to the accompanying sketch. After proceeding a short distance from the town an advance guard of a sergeant and four men was sent forward, and flanking parties thrown out on either side. Sergeant Kennelly of the Victoria Rangers, was in charge of the advance guard, which consisted of himself, and Troopers Bezuidenhout, Brook, Campbell, and Gloag. The course taken by the advance guard and column is shown, I believe, fairly accurately on the sketch which is drawn from information given me on the ground by Messrs. Brabant and Brook. About three and a half miles from Victoria, while the column, which had been at a walk the whole time, was making its way across some fallow ground, the Matebele were first seen, moving slowly, in disjointed lots and groups, from the south-west to the north-east, in the direction of Magomoli's kraal, where it was known that Manyow had his head-quarters. It appears from the evidence that at the end of the indaba, Manyow and the chief Indunas went straight off to their camp near Magomoli's kraal, which they were investing; that Manyow and the older section of the impi had a strong difference of opinion with Umgandan and the young warriors who deliberately announced their intention of staying to continue their raid. It is also clear that on that same afternoon Makoombi's and Mazibili's kraals were respectively attacked and raided; the latter was empty, the inhabitants having fled, but there is every reason to believe that the party of Matebele and Magholi, overtaken by the patrol, was not a regular rearguard of Manyow's impi retreating in accordance with Dr. Jameson's orders, but simply a lot of Matabele and Magholis, with stolen cattle and grain in their possession, hurrying back from a raid at Magibili's, to join the main body, when they saw the body of white men mounted and armed. The direction thence they were taking and from which they were coming, and the fact that some were carrying grain and driving stolen cattle leads me to this assumption; and I may here mention that in the course of the pursuit which followed, several men of the patrol observed cattle which had evidently been in the possession of the attacked and flying Matebele. The cattle were not recovered at the time, but were identified by colour and brand as the property of a resident in the district.

The Matebele were probably first seen by the advance guard, but small lots of two or three were soon visible to the whole column.

As to how the firing actually began, there is some conflict of evidence, which is dealt with later on. It is enough for the present to say that some single shots were fired by the advance guard on receipt of orders from the commanding officer. The general order to commence firing having then been given by Captain Lendy, the column advanced and extended at a canter. The skirmishing order taken at once became a mere charge.

Mr. Stokes, p. 15.

The Matebele beat a retreat, their point evidently being Magomoli's kraal, where the Induna Manyow and the head-quarters of the Matebele impi were known to be. Beyond the incident of the man who fired at Fitzgerald, referred to later on, a statement by one witness that the Matebele threw an assegai or two, and by another that a Matebele shook his spear at him, there is nothing to show that any organised or individual resistance was offered. As a witness said: "They got on the run, and we kept them on the run." Those with good horses got to the front, and the badly mounted fell behind. The ground was, however, very bad for horsemen, being in places unrideable at any pace, from the deep ridges and furrows of the cultivated land. This fact, and the kopjes close by on the right, saved the lives of many Matebele. After the pursuit, for it can hardly be called anything else, had been going on for about ten minutes, Captain Lendy gave orders to cease firing. Some of the patrol had pursued a much greater distance than others; some went on as far as Makoombi's kraal, which they found being invested by Matebele. A message was sent back to Captain Lendy to that effect, and a few shots were fired at long range at the besiegers, who immediately retired, leaving the fortunate Makoombi and his people free to descend from their kopje. It was from Makoombi that I ascertained that Mazibili's kraal had been raided on that afternoon. He had been watching the proceedings, and the attack of the whites, from his hill-top.

On the arrival of Captain Lendy and the main party at Makoombi's, the patrol waited for a few minutes, and then rode straight back to Fort Victoria, which they reached about sundown.

The number killed during the brief period of the pursuit has been variously estimated. The Induna Manyow and his colleague Umyengwane say—and they should know best—that 11 men were missing, of whom nine are believed to have been killed, and two to have run away. Makoombi states that of the whole number killed only three were Matebele, the rest were "dogs" (Magholes). The Induna Umgandan, who had so distinguished himself by his insolent behaviour at the indaba, was one of the first shot.

6. I now propose to deal with the points referred to in the fourth paragraph of this report; and for convenience of reference I here insert, *in extenso*, the official account of the affair sent by Dr. Jameson to the High Commissioner on the evening of the 8th.

Dr. JAMESON, Victoria, to HIGH COMMISSIONER, Cape Town.

18th July. . . . The Indunas arrived after my last telegram. After some conversation, during which they would not consent to return beyond the border, I told them I would give them an hour to retire, and if they did not I would send my men to drive them out as I had informed the King. At the stated time Captain Lendy, with 8 mounted men, rode out, and found about 300 still on the commonage: these fired at Lendy's party. Lendy then fired and pursued for about nine miles; a few men were killed, including two head-men. Lendy has now returned: no casualties. I believe the whole lot will now return to Matebeleland and further raiding cease. We are taking all due precautions in case of any returns, which I do not anticipate.

7. The Secretary of State's Despatch to your Excellency of the 2nd November points out a material difference between the foregoing account and certain statements forming enclosures to that Despatch, from which it would appear that the Matebele had not fired or attempted resistance when the police opened fire upon them.

The question as to who fired the first shot thus arises; and it is necessary to examine the evidence, which is very conflicting, before stating any conclusion on the point.

As an instance of the conflict of evidence, I may point out that several witnesses on either side on this question depose to having heard the trumpeter sound the "commence firing." The trumpeter says he never sounded it at all. After the time that has elapsed since the incident occurred, discrepancies between the evidence of individuals must be expected. I have attached most weight to points on which several witnesses are agreed.

The testimony of those who say the Matebele fired first may be divided into three groups, each of which differs from the other two.

1. Dr. Jameson states that Captain Lendy, on his return, reported that they came across the Matebele on the commonage, "that Sergeant Fitzgerald had been fired upon by them, but not hit, that then he ordered his men to charge them and fire."

Mr. Slater, p. 27.

Mr. Stokes, p. 13.

Mr. Kennelly, p. 22.

" Posselt, p. 23.

" Slater, p. 27.

" Forrestall, p. 30.

" Brook, p. 31.

" Weir, p. 20.

Mr. Forrestall, p. 30.

Brabant, p. 32.

Makoombi, p. 36.

Makoombi, p. 36.

Dr. Jameson, p. 19.

Mr. Posselt, p. 23.

" Brook, p. 31.

Makoombi, p. 36.

See [C. 7171], p. 53.

Mr. Kennelly, p. 22.

" Chalk, p. 23.

" Drew, p. 35.

" Bastard, p. 38.

" Weale, 38.

p. 16.

Mr. Vigers, the Civil Commissioner of Victoria, states that on the return of the patrol, Captain, then Sergeant, Fitzgerald, told him "that the first shot fired was by a Matebele in the rocks by Makoombi's kraal, when they first came up with the Matebele, and the bullet struck in between him and the man who was riding with him; that he had always understood that to have been the first shot fired on either side."

p. 18.

2. Captain Napier deposes that "someone of the four men who were riding in front shouted out 'they are firing at us.' I heard the shot. It seemed to come from the left front. Fitzgerald was one of the four. We asked Captain Lendy, what are we to do? When he felt satisfied that we had been fired upon, he told us to extend in skirmishing order and fire. We extended at a gallop and commenced firing."

p. 32.

Mr. Brabant deposes: "I heard a shot fired from the Matabele. I saw it fired. It was on our right front. It was just about the time the advance guard sent the message back."

These two witnesses both agree that the shot was fired from the front.

p. 38.

3. The Trumpeter Weale says: "About three miles from camp he heard shots fired ahead, and immediately two or three of the advance guard returned and reported having seen a number of Matebele and having been fired upon. The patrol at once cantered up to the advance guard, and firing then commenced on both sides."

The three foregoing witnesses all depose that the firing was from the front. The evidence of the men of the advance guard must therefore be very nearly decisive.

The advance guard consisted of Sergeant Kennelly and four men, Bezuidenhout, Brook, Campbell, and Gloag. (Sergeant Fitzgerald was not of the advance guard.) The evidence of Bezuidenhout and Campbell could not be obtained, but that of Kennelly, Brook, and Gloag is clear. They agree with each other but are entirely in variance with that already given.

p. 22.

Sergeant Kennelly, in charge of the advance guard, states that Trooper Gloag, whom he had sent to Captain Lendy to say the Matebele were in sight, brought back a message to say he was to open fire, and he also heard the bugler sounding to commence fire. He fired a shot in the air, and that was the first shot that he heard, and he fired it after receiving the order. Cross-examined he says that he could not say, but not to his knowledge, there was not a shot fired before Captain Lendy gave the order.

p. 26.

Trooper Gloag deposes that he took Kennelly's message and rode along at Captain Lendy's left side while that officer had some conversation with Lieutenant Fitzgerald. Captain Lendy then told him to return to his post. When he had gone about 20 yards he heard Captain Lendy shout out to him to "Halt," and he then heard Captain Lendy say distinctly as an order to him (Gloag) "Commence firing." He waited to have the order repeated and heard it repeated by several voices; he then went off to Kennelly and gave the order. Kennelly then fired a shot and Gloag followed suit. Kennelly's was the first shot he heard. He also tells the story of Fitzgerald having been afterwards fired at by a native, who missed him. This incident clearly was not the occasion of the first shot being fired.

p. 27.

p. 31.

Trooper Brook, also of the advance guard, states even more explicitly that by the time the order, through Gloag, had been received, the Matebele had rounded a small kopje in front, so "we had to go some distance to sight them again. This was after the order was received to commence firing, but before the first shot was fired. Kennelly fired the first shot." The evidence of the men of the advance guard is of importance on the question of who fired the first shot, and I regret that I was unable to procure the attendance of Troopers Campbell and Bezuidenhout. The three men quoted, however, gave their evidence clearly and well, and it is difficult to imagine considering the position they were in, how a shot could have been fired from the front as alleged by Messrs. Weale, Napier, and Brabant without these three men hearing and seeing it. At such a moment everyone would have been on the alert, and I cannot but think that if the Matabele really did fire first, the evidence on the point would be overwhelming, and the men of the advance guard would have been the first to know of it.

p. 21.

Another witness, Mr. Lloyd, corporal in the Victoria Rangers, says he was ordered in to the main body from a flanking party and "immediately afterwards heard firing—"

the advance guard was firing. Kennelly was one of the advance guard. We all moved forward and commenced firing ourselves on the word being given by Captain Lendy to fire." Later on he relates the somewhat familiar incident of the native firing at and missing Fitzgerald. Many men saw this—and nearly every witness mentioned it—but it was clearly not the first shot fired in the day.

Mr. Posselt also states:—"The men ahead of us fired the first shot—the advance guard. I could not see who fired first. I heard the shot. The advance guard was lost. We could see the men shooting, but I could not say who it was. I did not see any Matebele shooting. I did not see them fire a shot at all," and later, "I could not say positively whether the Matebele fired the first shot or no, but I do not think they did."

Mr. Bastard says in his affidavit, "Immediately they were sighted, Captain Lendy gave the order to commence firing, which was sounded on the bugle. The main body commenced to charge, and the advance party commenced firing"; he then tells the story of the man who fired at Fitzgerald as distinctly occurring after the firing had become general.

A Matebele Chief, Umgengwane, who was one of the party pursued by the patrol, gave evidence before me, and stated without hesitation: "the white men fired the first shot."

One or two witnesses said they heard it said that a shot was fired by the Matebele on the left flank, but this was not confirmed in any way.

Messrs. Brabant and Drew, two witnesses at Victoria, said they believed, or had heard, that Umyandan fired the first shot, but this was not confirmed.

Dr. Jameson and Mr. Vigers say they were told the first shot was fired at Fitzgerald. Mr. Brabant says it was fired just about the time the advance guard sent the message back.

If the first shot was fired by the Matebele at this time nearly everyone would have seen and heard it. Napier only says he *heard* a shot fired, but he also says that one of the four men in front shouted out, "they are firing at us," and that Fitzgerald was one of the four, but Gloag, who had been sent back, says that Fitzgerald was riding and conversing with Captain Lendy. (Fitzgerald was certainly not one of the advance guard, and was no doubt with the main body at this particular moment.)

I think that Dr. Jameson and Mr. Vigers are mistaken in attributing the well-known incident of the native shooting at Fitzgerald as the occasion of the first shot, while the recollections of Messrs. Napier and Brabant do not agree with each other or anyone else's. On the other hand, the three men of the advance guard told a clear and distinct story, which is supported by the evidence of Lloyd, Posselt, Bastard, and the Induna Umgengwane. See pp. 21, 23, 26, 33.

I am further influenced by the consideration that if the Matebele had really fired first, there would have been plenty of witnesses, not only to say so; but also to give a clear and compact account of the matter. For these reasons I believe that Messrs. Napier and Brabant were mistaken, and that the first shots seen and heard by them and everyone were the shots fired by the advance guard. The weight of evidence appears to me to favour this view.

8. Dr. Jameson's Ultimatum at the Indaba.

The first enclosure to the Secretary of State's Despatch of the 2nd November* is an extract from "Truth" of the 19th October, and is referred to herein-after and in the evidence as Statement A. It contains the following passage:—

"Last Tuesday the Matebele came into camp . . . Dr. Jameson held an indaba and gave them one hour to get out of Mashonaland (30 miles)."

The second enclosure is an extract from the "Times" of the 16th October, in which it was published as "an extract from a private letter just received by a Swansea gentleman from his brother who has a farm about three miles from Fort Victoria." It is referred to herein-after and in the evidence as Statement B. It contains the following passage:—

"The end of it was, Jameson told him (the head Induna, Manyow) he gave him (Manyow) an hour to give up the cattle and get over the border, and if they were not across by then, we should help them."

* Enclosure 3 in No. 4 (Part II.), page 51.

A sub-enclosure to a despatch from the Secretary of State of the 20th November, a letter from the Rev. W. C. Willoughby at Palapye. It contains the following passage:—

"Since then I have been favoured with the sight of a private letter from a man at Fort Victoria, and the letter, while giving an ampler account of what transpired, is in strict accord with the non-official accounts to which I have referred. The letter says, Dr. Jameson ordered the Induna across the frontier, which was thirty miles within two hours. The doctor must have had a high opinion of the physical powers of the Matebele."

The allegation, in each of these statements, is to the effect that Dr. Jameson knowingly called upon the Matabele to do what he knew to be impossible, and it is to be inferred that he sent Captain Lendy to punish them for not doing it.

p. 20.

The charge is repudiated by Dr. Jameson emphatically, and his repudiation is supported by every witness who could give evidence on the subject. Dr. Jameson's order to Manyow neither was, nor was it intended to be, nor was it construed as an ultimatum impossible of performance.

The writer of the letter referred to as Statement B. appeared before me and admitted that he was on his horse in the fort square while the indaba was going on at the gates and that he could not hear what passed; when examined on the point he said, "That is only what I heard from others. I was not present at the indaba and I cannot adhere to that statement"; and he stated further, in reply to a question from me, that he did not consider that the Matebele were making a bona fide attempt to enter the country as instructed previously by Dr. Jameson when the patrol came upon them.

The point does not call for much remark. The witnesses are almost unanimous that the Doctor ordered the Matebele to clear, or be on the move, or to start, or wait, that effect, within one hour, and that the space of an hour was indicated by Mr. Lendy the interpreter, by the position of the sun. Mr. Willoughby himself quotes the story in his letter, viz., that given briefly in the Victoria newspaper, which says the Doctor "simply tells them to clear within an hour, or he will make them."

Enclosure 9.

9. Remainder of Statement A.

It is not necessary for me to do more than correct some minor mistakes in the statement, a copy of which is attached:—

- i. The Matebele were met about $3\frac{1}{2}$ miles and not 7 miles from the camp.
- ii. The number of killed was not between 25 and 30. Ten or 11 is the proper number.
- iii. The statement "It was like buck-shooting, for the poor devils took to their heels and we galloped up and almost shot them point blank. I don't suppose any of them got less than four or five bullets in him," is highly coloured. It is true that two men were shot at close range, but the evidence is incontestable that the firing was at a range of over 100 yards. The expression, "It was like buck-shooting," seems intended to convey the idea of horsemen riding up to the Matebele, and firing at them, as if they were, into a troop of springbuck. Nothing of the kind occurred, and the witness examined on the point has denounced the statement as misleading and untruthful. The supposition that none of the killed got less than four bullets in him is probably exaggerated from the fact that the chief Ungweni, who was conspicuous from the feathers he wore, was fired at and hit by not three men.
- iv. The concluding paragraph of the statement is also incorrect. A mounted patrol did go out under Captain Napier, it is true, but they had no "brush," and no one.

10. Remarks on Statement B.

"The brother of a Swansea gentleman" gave evidence before me clearly and honestly. He admits now that he cannot adhere to his statement as to the terms in which Dr. Jameson conveyed his ultimatum. He states that the first shot was fired by Serjeant Kennelly, which I believe, and does not now think that his estimate of 40 and 50 killed is a correct one. The statement calls for no further remark.

See sketch, p. 32.
Manyow and Umgeng-
wane.

Mr. Stokes, p. 13.
" Napier, p. 18.
" Weir, p. 20.
" Kennelly, p. 22.
" Posselt, p. 23.
" Forrestall, p. 30.
" Brabant, p. 32.

Mr. Weir, p. 20.
" Brabant, p. 32.

Mr. Napier, p. 18.

Mr. Brock, p. 31.

11. Statement C. contains no specific allegation furnishing grounds for inquiry. The writer shares in the general opinion that Captain Lendy's party fired first. This point has already been dealt with. I am unaware of the identity of the writer, but he appears to have gauged the intentions of the Matebele impi with sagacity. I agree with him, from all I have heard, that it was the intention of the chief of the impi in entering the district to harry the Mashonas and irritate the Europeans, without infringing the King's instructions, only they went too far.

Statement D.

Mr. Wardlaw Thompson has not formulated anything into a charge which can be made the subject of inquiry and makes no direct allusion to the facts of the Victoria incident.

Mr. Willoughby, whom he introduces to the Editor of the "Daily Chronicle," has, however, contributed a letter, which has been the principal indictment, so to speak, in his inquiry. It contains, to begin with, a sweeping insinuation, in the shape of a general exhortation to British subjects, that they should at least "abstain from copying the treachery and cruelty of the savages that they may have to chastise." Further on, he repeats a complaint made by Lobengula to a friend of his that the white men had fired on his soldiers when they were retiring. I will only pause to remark that the evident reason why the Matebele were fired on was because they were *not* retiring. Matebeleland lay due west, and the men fired upon were moving from south-west to north-east, and were making no genuine attempt to retire when the patrol came upon them. He next states that he heard from Matebeleland that the Matebele who were attacked were the rear guard of the impi. I think he has been misinformed on this point. It is true that Sergeant Kennelly and Trooper Forrestall state that they thought they were the rearguard of the impi, but the evidence of Manyow and Makoombi, and several men of the patrol, confirms me in the belief that the men attacked were a handful of Matebele, with a following of Magholes, who had been raiding the Mazibili kraal and joining in the attack on Makoombi's kraal, and were scurrying back to rejoin head-quarters round Magomole's, when they saw the armed force coming out from Victoria.

He then mentions a report that this rearguard were carrying a sick Induna, and that the sick Induna, and the Induna in charge of the party, were shot.

I have inquired of nearly every witness, of Manyow himself, and Umgengwane, who was an Induna present when the Matebele met the patrol. (These two witnesses were examined in each other's presence, and it is difficult to separate their evidence. What they had to say on this point is found only under Manyow, but Umgengwane corroborated him). The only possible sick induna was Umgandan, the same man who had made himself conspicuous by insolent behaviour at the indaba earlier in the day. He had had an attack of colic that morning, so Manyow said. He was not incapable of walking. He was not being carried. He was strong enough to carry a gun. No one saw a really sick Induna, or an Induna being carried. Umgandan was the Induna in charge of the party, and was conspicuous by the white feathers in his head-dress. He was shot at by several men and killed, but he was deserving of no sympathy on the score of sickness, or of being in charge of this party.

Mr. Willoughby then proceeds to quote from a letter, a portion of which he had been permitted to read. I have already dealt with the statement of his informant as to Dr. Jameson's ultimatum to the Indunas, and with the question of who fired first.

I now give a remarkable extract:—"Captain Lendy then ordered his men to charge and fire, which they did. The impi took no notice, but quietly went on. Lendy's horsemen pursued them, each picking out his own man and firing at him, sometimes when not more than five or six yards away. The Matebele hid and tried to escape; but they uttered no sound and showed no fight. Not even a groan was heard. When a Matebele warrior found that he could not escape he turned towards his pursuer, fell on one knee, and held up his little shield in token of submission. But no quarter seems to have been given."

It is true that the Natives (they were not an impi, but a parcel of young Majakas gathered by some Magholis) took no notice, in that they showed little or no resistance, and it is very natural to suppose that horsemen would get within close range of them, and that they should fire on them when ordered to do so, but I have already stated that there was no wholesale slaughter at close quarters, as alleged, so far

Mr. Kennelly, p. 22.
" Brook, p. 31.
" Brabant, p. 32.
" Bastard, p. 33.

pp. 22, 30.

Mr. Stokes, p. 13.
" Napier, p. 18.
Dr. Jameson, p. 19.
Mr. Weir, p. 20.
" Kennelly, p. 22.
" Neal, p. 24.
Manyow, p. 25.
Mr. Glog, p. 26.
" Chalk, p. 28.
" Brook, p. 31.
" Bastard, p. 33
and others.

Also see Mr. Willoughby's evidence, p. 36.

as I have been able to ascertain from the evidence of 17 witnesses. The idea been generally scouted, and the number of the killed was only nine, ten, or eleven.

But the whole passage is a highly-coloured piece of composition, and reads as if the author were straining at effect. Mr. Willoughby has not marked by inverted commas, but stated before me that the words used are as nearly as possible those of the writer. The pathetic description of the "Matebele warrior kneeling on one knee and holding up his little shield in token of submission," has certainly been very faithfully reproduced from memory. But I do not believe that the attitude described was ever adopted by a suppliant Native, nor does it appear that such an attitude is that generally accepted among Zulus and Matabele as the posture of a Native asking for quarter. Messrs. Napier and Colenbrander know Zulu and Matabele customs as well as any white man. So do Messrs. Moffat and Brabant. They agreed saying that a Native asking for quarter would lay down his arms and hold up his hands. To hold up a shield is, moreover, no token of submission—but might possibly be a sign of intended resistance. Even assuming the attitude to be typical of submission, I have found no evidence whatever of any Matebele having adopted it on the occasion.

It is, I think, to be regretted that Mr. Willoughby should have given currency to such a story, when he is not in a position to substantiate it by facts or evidence beyond his quotation from the letter of a correspondent whose name he is not permitted to divulge.

In conclusion, I have the honour to submit to your Excellency the following conclusions at which I have arrived on the principal points calling for inquiry:—

1. That the Matebele did raid European farms as well as Mashona kraals and carried off the cattle of white men.
2. That the Matebele committed wholesale horrors in the Victoria district. This is not disputed.
3. That at the indaba, Dr. Jameson gave them a fair ultimatum and that there are no grounds for saying that he called upon them to perform the impossible.
4. That the instructions Dr. Jameson gave to Captain Lendy were not only justifiable but politic.
5. That Dr. Jameson was misinformed when he reported officially that the Matebele fired first on the whites.
6. That the sergeant of the advance guard fired the first shot.
7. That the Matebele practically offered no resistance.
8. That in the pursuit of the Matebele there was no wholesale slaughter of natives nor deliberate shooting of men already shot.
9. That the Matebele, when attacked, had only gone three miles in three hours, and were then caught in possession of cattle stolen from Europeans.
10. That the story of the sick Induna being shot, without being absolutely and entirely untrue, is, at least, an embellishment of an immaterial fact.
11. That the story of the Matebele warriors asking for, and being refused, quarter, unsupported and highly improbable.

His Excellency the High Commissioner,
Cape Town.

I have, &c.
(Signed) F. J. NEWTON.

P.S.—The enclosures to your Excellency's Despatch of the 1st May last, with schedule, are herewith returned. It will be seen that four of the sub-enclosures are referred to in the Report and the Minutes of Evidence as Statements A., B., C., and D., and they have been marked accordingly.

p. 37.

Mr. Napier, p. 13.
Colenbrander, p. 24.
Brabant, p. 32.
Moffat, p. 37.

Mr. Stokes, p. 13.
Napier, p. 18.
Dr. Jameson, p. 19.
Mr. Weir, p. 20.
Lloyd, p. 21.
Kennelly, p. 22.
Posselt, p. 23.
Neal, p. 24.
Gloss, p. 25.
Slater, p. 27.
Chalk, p. 28.
Forrestall, p. 30.
Brook, p. 31.
Bastard, p. 38.
Willoughby, p. 36.

Enclosure 1.

SCHEDULE AND INDEX TO MINUTES OF EVIDENCE.

Date.	Name of Witness.	Occupation.	Page.
Bulawayo.			
May 21	Herbert Lester Stokes	General Manager, Mashonaland Agency	13
"	Henry Paulet	Syndicate Manager	15
"	Charles Robert Vigers	Mining Commissioner	16
May 22	William Napier	Merchant	18
"	Leander Starr Jameson	Administrator, Mashonaland	19
"	Percy Vipond Weir	Merchant	20
May 23	Henry Llewellyn Lloyd	Hotel-keeper	21
"	William Patrick Kennelly	Contractor	22
"	Harry Posselt	Farmer	23
"	William George Neal	Prospector	24
"	Johann William Colenbrander	Native Agent, B.S.A.Co.	24
"	Manyow	Matabele Induna	25
"	Umgengwane	Matabele Induna	26
May 25	Kenneth Gloag	Assistant, Bechuanaland Trading Association.	26
"	Edwin Amalric Slater	Auctioneer and hotel-keeper	27
May 26	Thomas Arthur Chalk	Sub-Inspector B.S.A.Co.'s Police	28
Victoria.			
June 11	Peter Forrestall	Trooper B.S.A.Co.'s Police	30
June 12	Arthur Woodford Brook	Farmer	31
"	John Somerset Brabant	Native Commissioner, Victoria	32
"	John William Eksteen	Trooper B.S.A.Co.'s Police	34
June 13	Robert McCormick Stroyan	Sergeant B.S.A.Co.'s Police	35
"	Alfred Drew	Clerk to R.M. Victoria	35
"	Makoombi	Mashona Chief	36
Palapye.			
June 2	William Charles Willoughby	Missionary	36
"	John Smith Moffat	Assistant Commissioner, Bechuanaland Protectorate.	37
	<i>By Affidavit before a Magistrate in Cape Colony.</i>		
"	William S. Bastard	Farmer	38
	<i>By Affidavit before a Magistrate at Victoria, Mashonaland.</i>		
June 30	Mansel Edge Weale	Employé, Victoria District Gold Mining Agency.	38

Enclosure 2.

BULUWAYO.

FIRST DAY.

Monday, 21st May 1894.

First Witness.—HERBERT LESTER STOKES, General Manager, Mashonaland Agency.

Was at Victoria in July last. Arrived at my camp, Fernspruit near Lundy River, on the 10th July. Began to hear rumours of Matabele impis round Victoria raiding and marching. Great alarm amongst whites. Messages exchanged in camps, great apprehension; Dr. Jameson arrived on the 14th, patrols sent out on 11th. On that night the huts of our servants near the stables were fired. Went into Victoria Fort on the 14th. Was in the fort while the indaba was held at the gate. Was there as volunteer on duty. The natives left the indaba on foot. The Chief's party was 18 or 20. A larger party in the background. Heard nothing of what was said. About 2 hours and 40 minutes after we left. We went to lunch in the town and returned to fort for the horses. The officers then had lunch, and we started. That is my impression of the time that elapsed. We started in half sections cantering about 100 yards and then slowly. That part of the country was new to me. I should think we

went about 5 or 6 miles. We spied some Matabele, four or five of them. Afterwards I saw about 50. They were gazing at us apparently, and then proceeding across our line from left to right. I was some way back, but my impression was that they were not going in the direction of the boundary. It was said that a shot was fired by the Matabele on the left of our flank. I cannot state that of my own knowledge. It was possible that a shot could be fired without my knowing it. The distance from the Matabele was about 500 yards. The ground was open with kopjes around. In about five minutes we formed into line. We advanced in open order without much formation, at a canter. When we began rushing forward amidst some excitement and hesitation, I heard Captain Lendy give the order to fire. The skirmish became a chase. The Matabeles fled in a panic. We got into more open ground and came up with them scattered about. The pursuit lasted an hour, not firing all the time. I saw nothing of the Matabele carrying a sick Induna.

(*Mr. Willoughby's statement read.*)—The firing was too hot for the Matabele to show fight. I got separated. I was pursuing a man who shook his spear at someone. I shot at him. I am positive I saw no quarter asked for in the manner described by Mr. Willoughby's correspondent (*extract read*). No quarter was given as none was asked as far as my knowledge goes.

Personally I should give a man a wide berth who asked for quarter, as I should be afraid of treachery.

The result of the patrol gave gratification and general satisfaction to everyone in the neighbourhood. Not a dissentient voice on the subject was heard at the time. It never occurred to me that I had been engaged in an action which would be the subject of anything but favourable remark.

By *Mr. Caldicott*.—I consider now I acted perfectly justifiably, and would do the same to-morrow. I arrived in Salisbury in July 1891, and have been here practically ever since.

There were seven white men in my camp at Fern Spruit. The surrounding mining camps (about four) contained each about two white men. They were within about 2 miles radius of our camp. I understood there were three or four thousand Matabele raiding in the neighbourhood. On the night of the 11th I abandoned my camp on information from private patrol.

When the shot was fired I was about the seventh or eighth file from the rear. There might have been some resistance by the Matabele without my being aware of it. The extent of our front covered about a mile when we were in chase. There were kopjes in front and around, and it is difficult to say; at times there were only about three other white men in sight. Quarter might have been asked for and given without my knowing it. The hottest firing was away from me, as I got separated. I saw two Matabele killed.

(*Statement A. read.*)—The statement is slack and loose. The observation about four or five bullets in each man is, in my opinion, ridiculous. About having to clear across the border in an hour was not the impression I received. My impression was they were given an hour's start to make a bonâ fide start to retreat in the direction of their own country. That we were to follow them in an hour, and if that bonâ fide effort were not being made we should meet them under different circumstances. In offering no other remark I do not accept the statement read as a correct one.

(*Extract from Statement B. as to indaba and pursuit by patrol read.*)—That is the first I heard about cattle being given up as well as retreat being insisted on. The point as to the border line is also incorrect. The estimate of the number killed is exaggerated. By offering no further remark I do not accept the rest of the statement as substantially correct.

(*Extract marked 11 from Statement D. read.*)—I have nothing further to add to the points raised there on which I have already given evidence, except that I do not believe we ever rode them down so as to get within five or six yards.

(Signed) H. L. STOKES.

Second Witness.—LORD HENRY PAULET, Syndicate Manager.

Was at Victoria July last; arrived there Saturday, 15th July. Was in command of Victoria Rangers, and had selection of men for patrol, taking orders from Captain Lendy. I know of two men who lost cattle by raiding on the impi. All work was suspended in the neighbourhood. Everyone was in camp. Several kraals of the Mashonas had been burned, to my knowledge, within sight of Victoria. Fires were constantly seen at night. I was present at the indaba on Tuesday, 18th. The doctor took a high hand. Asked natives why they had interfered with the whites. Manyow said they had not interfered. Doctor said they had taken cattle and killed servants, and were not obeying the King's commands. Manyow asked doctor if he would hear what the man who brought the last letter from the King had to say. This man was Umgandan. The letter was to Captain Lendy. Dr. Jameson refused to talk with anyone but Manyow. Umgandan was most insolent, constantly interrupting the indaba. The doctor then asked Manyow if he had lost control over his young men. Manyow admitted that he had. The doctor then said, "You, Manyow, and the people who obey the King's commands, go back over the border. I give you an hour to go. Leave me your young men, and I will deal with them." Manyow then asked where border was. I took the message to the doctor, who replied, "Tell him he knows." The Indunas then rose to go. Umgandan made some remark in a loud voice, and Sergeant Brabant said to me, "They mean fighting." I asked him what Umgandan had said, and he translated Umgandan's speech as being,—that they would sooner be driven than go back to the King of their own accord. The indaba took place somewhere between 12 and half past. I then received orders from Captain Lendy to select as many men as I could find good horses for, to parade at 2 o'clock for mounted patrol. The parade fell in at 2, and it was some time after this before Captain Lendy took over the command of the parade. When Dr. Jameson gave the order to Manyow I did not conceive that he meant him to cross the border in an hour, because it was an impossibility. We knew they were investing Magomole's, a Mashuna kraal, about 7 miles distant from Victoria. It was merely to stop this and to (? make them) leave off the burning of the kraals. I understood the doctor's orders were in consequence of a letter written by Lobengula the year before in reply to a complaint that his people had been raiding the country. I heard nothing about their being given a certain time to clear off the commonage. I am perfectly certain the expression was not used. If it had been used I should have heard it.

(*Mr. Willoughby's Letter, Extract read.*)—The statement by Mr. Willoughby's correspondent that Dr. Jameson ordered the Indunas across the frontier (30 miles away) within two hours is incorrect. No mention was made of two hours. It was, moreover, at least an hour and 40 minutes before Captain Lendy rode out. It might have been more. It could not have been less. Manyow was mounted, and from information from the Mashunas there is no doubt he left straight for the invested kraal, and broke up his camp at once. They must have left very speedily, as lots of grain and meat were left behind. Manyow and Umgandan were certainly not in accord at the indaba. Umgandan was one of the men killed. He was a young Induna. He was the only one insolent, the others were simply sullen. He was insolent by interruption, gesticulating, and trying to make himself heard. Manyow seemed somewhat afraid of him.

The order was merely given by Captain Lendy for mounted patrol to fall in at 2. Each man had bandolier of 50 rounds usual, just like every man in the fort. I do not know what Captain Lendy's instructions or intentions were. I received instructions from him to keep all the men at their posts in the fort until he returned.

By *Mr. Caldicott*.—I could not say how many kraals there were burned, they were burning all over the place. I only visited two myself. At one there were five bodies, all with their right hands cut off. The labour and mining business was entirely demoralised by the advent of the impi and the raiding. The boys all deserted the mines. The Mashuna refugees asked for protection from the white men. Captain Lendy told me before the arrival of the doctor all that had taken place, viz., that the Matabele had asked him to give up the Mashuna refugees, and that they said they would not kill them in the township, but they must die as they had stolen the King's cattle. The refugees were men, women, and children. I saw about 15 to 20 from Bera's kraal. He offered to the Indunas to hold trial as magistrate as to whether the Mashunas had stolen the King's cattle. If they (the Matabele)

would make a charge against them, and if guilty, he would punish them, but not surrender them without trial. The offer was refused, and the Indunas referred to previous cases when prisoners in Buluwayo had been given up to white men. The kraals raided were those from which the native labour of the district was supplied. The Matabele had raided the Victoria District the year previous, destroying grain, &c. A prospect named Jackson had two boys killed on the occasion of this last raid. They all threatened him.

The sending out of the patrol and the acts of that patrol were, in my opinion, necessary and justifiable, not only for the protection of the Mashunas, but to restore confidence in the country. In my opinion any less stringent measures would have been regarded by the natives as a sign of weakness and source of danger to the whole community.

I have never heard anything from anyone that the acts of the patrol and the office commanding it were not justifiable or for the public benefit.

(Signed) HENRY PAULET.

Third Witness.—CHARLES ROBERT VIGERS, Mining Commissioner, Buluwayo.

In July last was Mining Commissioner and Acting Civil Commissioner, Victoria District. Was there the whole month of July when Matabele first appeared. On Sunday, the 9th July, I was riding with Weir, turned towards Matabele kraals, miles from Victoria. When we got close to them we met a mob of Mashunas, more principally, some women and children. They told us that the Matabele were close hand, and advised us to ride into the camp. We did not think much about it, and rode on. When we got up to the kraals we saw the whole of the granite kopjes covered with armed Kaffirs, and we also saw on looking right and left across the flat large numbers of Kaffirs with shields and guns already between us and the town. We rode to a large party of them, in charge of an Induna, and asked them what they were doing. He said they were hunting Mashunas to kill them for stealing the King's cattle. He also told us that there was a letter from the King with the main body. We rode back, and when we had got as far as the hospital, Brabant, who was a patient, shouted out of the window that there was a very large body coming down the road from the direction of Magomole's kraal. He told me to hunt them back. I looked up the road and saw probably about 200. I rode up to them and told them they must not come into the camp. They were within the township, within 100 yards of the hospital. They were armed, they were cheeky, and shouted out insulting things, but came no further in that direction, but went down towards the Umshagashe River and so round the town. From there I rode by the church, when I saw another large mob. I rode up to them and got off my horse and went up to a young majaka, who had a rifle. I snatched it out of his hand, asking him where he got it from. He said the King had given it to him. I then told them that if they came any further they would be fired on. This party, I was told afterwards by Mr. Sylvester, took his houseboy down into the bush and stabbed him. A skeleton I saw myself lying at the spot he indicated a week or ten days afterwards. Captain Lendy with police and mounted inhabitants in the meantime were hunting small parties of the Matabeles round about the town, rescuing white men's cattle that were being driven off. The country at that time was completely covered by large parties of Matabele in pursuit of the Makalakas who had taken refuge in the hills. This state of things continued till Dr. Jameson's arrival. The inhabitants proceeded to fortify the camp. Surrounding miners and farmers came in. The public buildings and police yard were placed in a state of defence.

On the 14th Captain Lendy (then R.M.) started away with a patrol to try and see the Induna in charge of the impis, and to see if he could not get the letter that was addressed to him from Lobengula, of which I had been told on the Sunday, and which had not yet been delivered. After he had gone, about 11 o'clock in the day the Induna Manyow, with about 12 more, came to the outskirts of the town, bringing with them the boy who had the letter. They came with me to my room, and I spoke to them and kept them waiting till 4 o'clock, when Lendy returned. We then asked them why they had not delivered the letter sooner, but had left it till all the damage was done. They said because the boy with the letter had got a thorn in his foot. They said that all they wanted now was that the King's Mashunas should be given up to them, and they would go away and not trouble us any more. Manyow added, "I will not kill them in your town and dirty the place, but I will take them into the bush lower down and then have them killed." We discussed the matter, and

greed that it was utterly impossible to give them up, and therefore refused to comply. Manyow and the rest then left. During the conversation Lendy said, "If you have any charge to make against these people I will hear it as a magistrate, and if I find your charges correct I will hand them over to you to be dealt with, but you must point out to me the men you charge. I will not give up the women and children, as they could not have committed any crimes." Manyow then said, "All these Mashunas are the King's, and he wishes to punish them. When you wanted Kaffirs who had committed crimes, the King at once handed those men over to you. Why should not you do the same for the King?" Manyow was told the Mashunas could not be given up to him, and he left the place and was very angry. Nothing more happened till the doctor arrived on the 17th, when messages were sent out to Manyow, who was round Magomoli's kraal. Manyow and the rest of the Indunas came in and an indaba was held at the gate of the police yard. The doctor said, "What do you mean by coming here and doing what you have done?" Manyow said, "I was sent by the King to punish the Mashunas for stealing the King's cattle." The doctor then said, "You had no right to come over the border. You know where the border is." Manyow replied he did not know of any border. The doctor said he was not speaking the truth. After some conversation, in which several of the Kaffirs were very insulting, especially Umgandan, the doctor said to Manyow, "Is it not true that you have no control over your young men?" Manyow said, "Yes." The doctor said, "Very well, you and the older men may go, and I will deal with your young men if they do not go." He added, "Now you start for the border. I give you an hour and a half (*indicating by the sun with his hand*) to do so. If you have not started within that time I shall send my young men who will make you do so." The indaba then ended, and the doctor went into the police yard. The indaba took place, I should say, about 1.30, and the patrol left, I should say, about 3.30, but I did not take particular notice of the time. It got back about dusk. I did not think that Manyow had any intention of retiring; I think they meant to stop until further orders from the King, which would have meant a further stay on their part of about at least 12 days. When the doctor gave the order for Manyow and his people to leave it did not give me the idea that he meant him to cross the border within that time. I knew it was an impossibility. It is from 27 to 30 miles. It was never said, to my knowledge, that Dr. Jameson had given an order such as that, which everyone knew was an impossibility.

By Mr. Caldicott.—I have been 10 years in South Africa, and in Mashonaland three years since the opening of the country. I was head of the district as Civil Commissioner. I knew that the advent of the Matabele stopped all mining enterprise and labour in the district. I knew it as Mining Commissioner. The continual raids frightened the mining labourers that they would not stop. The inhabitants were very uneasy, and most of them came into the town. Nearly all of them; some fortified themselves by the mines.

When the patrol returned Captain, then Sergeant, Fitzgerald (now dead) told me that the first shot fired was by a Matabele in the rocks by Mahoombi's kraal, when they first came up to them, and the bullet struck in between him and the man who was dining with him. That I have always understood to have been the first shot fired on either side.

The white population of Victoria at that time was about 400 men and probably 90 women and children, all told. The total number of the impi, from native sources, I rather have been from 5,000 to 7,000 men.

Mr. Vigers (continued).—There was a large Mashuna population in the district. The number of huts burned during the raid was about from 150 to 200, and a corresponding number of granaries. I saw bodies of murdered Mashunas. One at Brooks's farm, the one in the bush I have mentioned, and at the old camp, the Shangaan pulled out the waggon and assailed, but the grass was long. I heard of many more.

By Mr. Newton.—In general talk on the pursuit by the patrol I never heard the question of quarter being asked or given mentioned.

I am quite clear on the point that the doctor's orders to Manyow were neither intended to be or construed as an ultimatum impossible of performance.

(Signed) CHARLES R. VIGERS.

SECOND DAY.

22nd May 1894.

Fourth Witness.—WILLIAM NAPIER, Merchant.

Was in Victoria in July 1893, merchant and senior captain in Major Wilson's Victoria column. The first raid in which I was concerned was that at Chibi's, and there had been several before the arrival of the impi on 9th July. In all these the Matabeles have come down and raided all the Makalaka Stadts on the line of march, taking women and children and cattle, and destroying kraals, and taking, burning, scattering grain. When I went down to Chibi's at the doctor's request, as I knew the language, I took Lord H. Paulet with me. We were sent because Mashunas complained that the Matabeles were robbing and destroying, as stated above. We followed the impi for 4 or 5 miles, and found most of them in their scherms, the other side of Zimbabwe. I saw one of the Indunas, Mufula, in charge; the other Induna had gone ahead. I asked why they were raiding there. They said they were collecting taxes. I asked why they took women and children from the kraals. They said they had not; that was untrue. I heard afterwards they had liberated some on payment of cattle. They still had a girl there. I asked why they had crossed the border without the King's leave. They said they had the King's leave, the border being the hills to the side of the Shashe. I told them what the doctor had said to me about killing men and taking women and children, and informed them this would be represented to Lobengula. We then returned and reported the matter to Dr. Jameson. All the Mashunas were on the rocks, none on their own grounds, being in fear of the Matabeles.

At the time of the Victoria raid I was in Salisbury, and came down with the doctor. The day we arrived there a message was sent to the Indunas, 15 miles outside Victoria. We had outspanned our cart, and saw a rush of Mashunas to the kopjes. They had previously been talking to us. They shouted that the Matabeles were coming. The Mashunas saw the Matabeles coming on $1\frac{1}{2}$ miles off, and took refuge in the rocks. They were in hopes that the Matabeles would not attack them, as they had left one of their prettiest girls on the rocks with a calabash of food. The Matabeles passed without attacking the kraal, and never noticed the girl. Nearer Victoria, 5 or 6 miles off, we saw lines of Matabeles carrying grain away from burning kraals. On reaching Victoria the chief Induna, Manyow, was sent for. The next day I interpreted for the doctor at the indaba. The account given by Manyow to-day was really what actually happened. At the end of the indaba the doctor distinctly told them, "I give you an hour to prepare." Manyow had said he could not control his young men. The doctor said, "Then leave them for me to deal with; you go along with the old men." The impression I got was, they had an hour to make their preparations clear. It could never have occurred to anyone that they were meant to be over the border in an hour. That is about 25 miles off, and it would have been an impossibility. The indaba took place from about midday to shortly after 1, after which we hurried down to lunch. I was then lieutenant in the Victoria Rangers. The orders given were to saddle up after lunch and follow slowly on, to see if the Matabeles had moved. We fell in about three, and we probably left about half-past, Captain Lendy in command. We walked out in the direction of the kopje, the boundary of the town commonage, 3 miles from the town. We went at a walk the whole way till we came to the Matabeles at about 4 o'clock. I was then riding on the left flank. Captain Lendy was riding to the right of me, about a length ahead, a little nearer than the centre of the troop. When we got into the nek the Matabeles were seen running about among the rocks, and someone of the four men who were riding in front shouted, "They are firing at us." I heard the shot. It seemed to come from the left flank. Fitzgerald was one of the four. We asked Captain Lendy "What are we to do?" When he felt satisfied that we had been fired upon, he told us to extend in skirmish order and fire. We extended at a gallop and commenced firing. We went on firing and galloping for fully a mile, when Lendy sounded the retire. It could not have lasted more than a quarter of an hour or twenty minutes.

By this time the Matabeles were retiring in all directions. The men we met were all young men. After the retire we rode straight away to the fort, and got back about sundown. We saw a few cattle with them, to our left front some distance away. They were certainly in possession of the cattle. We recovered a few of Dunlop's cattle and brought them back with us. I remember them well, eight or nine red oxen. One was at the head of the line, about the centre. The line was very much extended. V

got to about an average of 100 or 150 yards of them. It was certainly not like "shooting them down like bucks." It is hard to estimate their numbers. They were all over the place. I should think more than 250 or 300.

(Extract from Mr. Willoughby's correspondent read.)—I should not say that was a correct statement of what took place. It is not reasonably probable. It is not true they took no notice. After they fired we fired. They then began to clear. They were all separated, and in disorder. It is not true that the Matabeles were on occasions not more than 5 or 6 yards away. Our men were perfectly under control, and were under orders to dismount and fire, which they did. When a Matabele is showing submission he does not hold up his shield. He would drop his shield and hold up his hands, or he would fall on both knees and throw up his hands. I never saw a Matabele ask for quarter that day. They do ask for quarter sometimes, but not in the way described here. Holding up a shield is not submission. Most of the men against us had guns. No quarter was given as none was asked. There was no running in amongst the Matabeles. It would have been risky to do so. It is hard to say how many were killed.

I had no doubt about it at the time that the shot was fired at us from the Matabeles first. I have no reason to doubt it now.

I saw nothing of a sick Induna being carried. I do not believe there was a man being carried.

By Mr. Caldicott.—At the indaba the doctor, when Manyow claimed some refugees, said that white men would not give up Mashuna women and children to be slaughtered when once they had claimed protection; but if they had done wrong they would be tried before the magistrate, and if found guilty punished. Manyow objected to that, and said they wanted to take them away unconditionally.

I know several instances of European farms having been raided. The doctor sent me on a patrol round the district after the affair of the 18th to see if the Matabeles had really crossed the border. I took 10 mounted men. We saw no Matabeles; they had gone across the border. I crossed the border myself to make certain. As we saw none we could not have killed any. The last sentence of Statement A. is utterly untrue. There was no other patrol sent out except mine. That sentence must refer to my patrol. We had no "brush," and we killed no one. In passing our own farm I found the place had been looted of everything—cattle, goods, furniture, grain, &c. Arnold's farm was burnt; Clarke's and Eksteen's looted of a lot of things. Gloag's was also looted. I believe Parker's too. I saw three dead bodies (Mashunas) in one place, several in all, all close to the town. The Makalakas suffered greatly. The Matabeles surrounded several kraals, and stopped the way to the wells. One girl gave herself up, she could not stand the thirst. They took her away as a slave. At another kraal 70 head of cattle died from thirst.

At the indaba the Matabele Indunas were insolent and overbearing in manner to the doctor. Umgandan was conspicuous in that respect. I had repeatedly to check them at doctor's request. Umgandan, on going away, said to the other Indunas "Let us drive them." Brabant heard this and drew my attention to it. It certainly applied to us. He could not have meant it to apply to the Mashunas. I gathered from that that they meant fighting. He said it out loud.

(Signed) W. NAPIER.

Fifth Witness.—LEANDER STARR JAMESON, Administrator of Mashonaland.

I arrived in Victoria on Monday, 17th July—afternoon. For the last few miles driving into Victoria I saw Mashuna kraals burning on both sides. Matabeles with shields and assegais crossing the road in front of mules, loaded up with plunder. I sent out at once police from Victoria to request the Induna in charge of the Matabeles to come and interview me the next morning. Manyow with several of the Indunas arrived the next day—the 18th. What occurred has been described fairly correctly by Manyow this morning. I told Manyow what the Matabeles had been doing on the commonage of Victoria. Told him this could not continue. That the Mashuna women and children in the fort would not be given up. That I was in communication with the King, and that he and his people must cross the border at once. He stated his people would not obey him. I told him to take those who would obey him with him, and leave me to deal with the rest, and I pointed at the guns, and the men round them on the wall. I then finished the interview, telling Manyow that I would only give him a short time to start going, this being interpreted by Mr. Napier, with reference to the position of the sun. And that if I found they were not going I should drive them

across the border. Umgandan, the Induna of Euxa kraal, sitting next to Manyow, jumped up and said "Then we will be driven."

Manyow and his followers then left. The whole indaba lasted about 20 minutes, somewhere about midday. I then told Captain Lendy to get 50 mounted men, or as many up to that number as horses were fit for, and to have them saddled up in about a couple of hours for patrol duty. I then went to lunch, and the men also. When Captain Lendy had paraded his men about two hours afterwards, I gave him orders as follows: "You have heard what I have told the Matabele; I want you to carry this out. I do not want them to think it is merely a threat. They have had a week of threats already, with very bad results. Ride out in the direction they have gone towards Magomoli's kraal. If you find they are not moving off, drive them as you heard me tell Manyow I would, and if they resist and attack you shoot them."

Captain Lendy returned with his patrol of 35 men at sundown and reported to me, then and there, that on the edge of the commonage he had come across about 300 of the Matabele, with Umgandan amongst them, that they were not moving away, but were remaining on the commonage; that Sergeant Fitzgerald had been fired upon by them, but had not been hit; that then he ordered his men to charge and then fire; that about 30 natives were killed; and that he had then ordered the retire, as it was getting towards sundown. I asked him if he was sure about his numbers 300 and 30 respectively. He said "No," but somewhere about that number, he should think. That night I had a long conversation by telegraph with the High Commissioner and Mr. Rhodes. Described everything which had occurred, and discussed future proceedings.

(*Extract Statement A., "Dr. Jameson, . . . , 30 miles".*)—That is absolutely false. Whatever time was stated was expressed by movements of the sun, through Mr. Napier, the interpreter. And Manyow distinctly understood that they were to start going within that time, showing their intention to obey my order. Any such order, apart from the truth of the story, would have been ridiculous. This statement answers itself as being impossible, and therefore untrue. I entirely repudiate the charge that I ordered them to do what I knew to be impossible. That reply applies also to Mr. Willoughby's observation on the point. The account I have given of my orders to Captain Lendy I cannot guarantee as verbatim, but they are probably very nearly so, as they were given verbally, as I am now giving my evidence.

When Captain Lendy made his report on the doings of the patrol I was quite satisfied, and told him he had done well. I considered that the fact of his finding them where they were, making no attempt to move, even if the shot had not been fired, was quite enough to justify him in charging on them. From Manyow's statement, and the attitude and words of Umgandan at the close of the interview, I thought it probable that they would attempt resistance; therefore I made the party as strong as the horses at my disposal would provide for.

The first I ever heard of the incident of the sick Induna, who was being carried having been shot, was on reading this yesterday here in Mr. Willoughby's letter.

Nor had I ever heard of the fact of any Matabele having asked for quarter, and its being refused. I do not know myself what happened there at Victoria, but in the subsequent engagements with the Matabele I do not know of any instance of asking for quarter; perhaps this is that no Matabele, so far as I know, was ever shot at, unless resisting to the danger of the white men attacking him.

(*Extract from Willoughby's letter re quarter: "The Matabele—have been given" is read.*)—My comment on that is, that it is nonsense. The attitude would not be familiar to a trooper as one indicating submission.

I have no recollections of any statement having been made to me on this matter by Captain Lendy or anyone else since dead. Beyond the report made to me by Captain Lendy, to which I have alluded, the substance of which I immediately wired to the High Commissioner and Mr. Rhodes the same evening.

By Mr. Caldicott.—I was satisfied then and still am that the action of Captain Lendy under my instructions was absolutely necessary for the safety of the community, and that the instructions were properly carried out.

(Signed) L. S. JAMESON.

Sixth Witness.—PERCY VIPOND WEIR, Merchant at Buluwayo and Victoria.

Was at Victoria last July at the time of the arrival of the Matabele. Was with Mr. Vigers when he first met them. We were going to some farms westward of Victoria when we met Mashunas who said the Matabeles were chasing them. We went on and

met the Matabeles and asked them what they meant. They said they were after the Mashunas. We told them to come into camp with us, to which they were not inclined. We tried to take two prisoners, but they slipped away. I rode back to the fort, and told the people there the Matabeles were rushing in. Ten minutes afterwards they were right inside the town. That was on Sunday, the 9th July. The following day Captain Lendy and 15 of us went out to interview the Chief Induna, who we found had come into Victoria. On our way there we found natives stabbed along the road, some of them our own boys. The Matabele were very cheeky; they were not violent, simply threatening. At all the Mashuna kraals the inhabitants had taken refuge in the rocks. The kraals were burning. The burning went on the whole time that week, until the arrival of Dr. Jameson. I was not at the indaba. I was inside the fort. I was on duty as burgher. I only know from hearsay what occurred then. Everybody who had a horse was ready. We fell in after lunch, and rode out about 2.30., but I did not take particular notice of the time. I was a sergeant and riding near the rear. We rode at a walk about 3 to 4 miles. Captain Lendy sent out flanking parties when we were about 2 miles out. I first heard that the Matabele were shooting on the left. I did not hear any shooting myself. We received the order to extend and advance at a gallop. The line spread out a great deal, and the country was broken, and we were going over rice fields. I was at the right centre of the line. I first saw them when I was galloping, but when they were first seen I was behind. When I saw them they were dodging among stones and bushes about 400 or 500 yards away; when the fire became too hot they retreated. I did not see any Matabele firing. Some of them appeared to be trying to rally the others. At the time I got up most of them were well on the run. I was near Umgandan when he was shot; I suppose about 60 yards off. He was identified by the feathers on his head. Captain Lendy came up soon after, and retreat was sounded. We had gone about a mile and then we went round some Mashuna kraals; one party was sent off under Napier. We got back just about sundown; some men got nearer to the Matabele than I did. Coming back we saw some cattle which had been in possession of the Matabele. They were white men's cattle; I saw nothing of a sick Induna being carried. I saw no Matabele in an attitude suggesting he was asking for quarter. I never saw anyone so near as 5 or 6 yards. I never got a shot less than 200 yards.

(Extract from Willoughby's letter, re quarter: "*The Matabele—been given*" read.)—I saw nothing like that. That is not a sign of submission. I should not have understood it as such. As long as a Matabele has his shield it is a sign he is guarding himself.

(Statement A.—"*Captain Lendy—bullets in him,*" read.)—There is no doubt they ran when we began to gallop, as they are unused to horses; they got "on the run," and we kept them on the run. I saw no case of point-blank shooting. It is possible some may have had more than one bullet.

I cannot state anything as to who fired the first shot, except that I heard the news come up the line that the left flank had been shot at.

By Mr. Caldicott.—I have been 14 years in South Africa, and about three years in Mashonaland. I consider that if decided steps had not been taken the white people would have had to leave the country. The action on that day was necessary. Until then we had to live on the defensive. After that we could go out to our farms and keep boys there. The Matabele had looted our stock, and destroyed what they could not carry away. As it is, there are two of my herd-boys missing now, who have never been seen since. The Matabeles looted both our cattle posts.

(Signed) PERCY V. WEIR.

THIRD DAY.

Seventh Witness.—HENRY LLEWELLYN LLOYD, Hotel-keeper.

Was at Victoria last July, also there as hotel-keeper. Was corporal in the Victoria Rangers. I was a sufferer from the raids. My farm is west of Victoria, on the commonage. On the 9th the boys on my farm with my stock told me they had brought me my cattle; they were running off towards Zimbabwe, they would not remain at Victoria. They left my cattle with me in Victoria. I found they had only brought on a part of the cattle. The rest were still outside with the oxen I had been working. That was

before sunrise. I went out and reported to Sergeant Fitzgerald that the Matabele were there, and I was going out to get my cattle in. I went out and could not find cattle or herd. I lost them, and have never seen them since. There were seven. I believe the herd was killed. I saw two dead Mashunas recently killed by the Matabele. I was in the fort at the time of the indaba and could not hear what was said. It was some time after breakfast. I was told to be ready for a mounted patrol. We fell in about 3, and left half an hour afterwards. We went out at a walk. I was on the right flanking party, quite parallel with the column. We had gone about 6 miles. The bugles sounded us to fall into the main party. We did so, and then marched along as before. Immediately afterwards I heard firing. The advance guard was firing. Kennelly was one of the advance. We all raced forward and commenced firing on ourselves, on the word being given by Captain Lendy to fire. We pursued them about a mile. When I first saw them some were running away to the kopjes. On my right after having had a shot at one or two of them, I saw one of them firing at Sergeant Fitzgerald in the kopje. Those in the hills certainly showed resistance. The man who fired at Fitzgerald was shot, probably, before he pulled the trigger, but he did fire. He got within 10 yards of a Matabele in the open. I was running him down. He was shot by another man. Most of the men got right up to the Matabele.

When called in by the bugle I took my place in the middle of the column. I cannot say with any certainty who fired the first shot. I should say that the statement that "they had not fired or attempted resistance when the police opened fire upon them" is not an accurate statement.

(Read: "I do not suppose—bullets in him.")—That is nonsense. One man may have got more than one bullet in him. I saw nothing resembling any shooting at me already dead or wounded.

(Read Willoughby's letter: "The Matabele hid—quarter given.")—I saw no case of that kind, nor heard of such.

I think the idea of the Matabele was to draw us in to the main body. Their retreat was intended to draw us on into a nest.

I know that country very well, and knew where the Matabele's main body was, and I had been trying to get my cattle back from them.

(Signed) H. L. LLOYD.

Eighth Witness.—WILLIAM PATRICK KENNELLY, Contractor.

Was at Victoria last July. Contractor there. Was sergeant in Victoria Rangers at outbreak of hostilities. Was also troop-sergeant-major in the Bechuanaland Border Police; till April last was in G troop. Was on duty in the fort at the time of the indaba. It was over about noon. I got orders to warn men to get saddled up, and to start away two hours after. There were 35 men warned, and others squeezed in. We left about 2. We rode out slowly for half the way. I was in charge of the advance guard. There were four of us—Gloag, E. V. Campbell, Bezindhout, and myself. We were 600 or 700 yards ahead of the main column. After riding about 4 miles I came on what I took to be the Matabele rear-guard. They were making for a point due north from Victoria. They were moving all on foot, and armed. They were about half a mile off when first I saw them, about 60 or 70. We could see them quite distinctly, with their shields prominent. I saw no man being carried. I got to within 200 or 300 yards, and then sent Gloag back with a message (verbal) to Captain Lendy reporting the Matabele, their number, and the direction they were taking. Gloag brought message back from Captain Lendy to say I was to open fire, and I also heard the bugle sounding to commence fire. I fired a shot in the air. That was the first shot I heard, and I fired it after receiving order from Captain Lendy. I closed in my advance guard, and by that time the main body had closed up, and the firing became general. They had been coming up in half sections. I cannot say exactly what formation they were in behind me, as I was watching the Matabele. After I fired a shot Gloag fired a shot. I dismounted and fired another myself at them. By that time the firing became general. We did not see any cattle amongst them just then. Later on we saw the cattle. I took my place in the line about the centre. We were then all advancing at a canter or gallop. We seemed to be under no orders, but each man for himself, after the firing became general. We did not get right in amongst them, but as they got scattered we got close up to them. I was within 3 yards when one man was shot. Most of the Matabeles were shot at 150 yards interval. We rode

after them about 3 miles, dismounting and shooting, and then Captain Lendy sounded the recall.

(Statements from paragraphs 2 and 3 of despatch, Secretary of State to Sir Henry Loch, 2nd November 1893,* read.)—The latter is the correct statement as far as I know. One man did fire a shot after we had opened fire on them. He fired at Fitzgerald.

(Paragraph 5 of the same despatch is read.)—They were going along at a steady jog trot towards their main camp. No, they had not attempted any resistance when the police opened fire so far as I know.

(Statement A. read.)—That about the four or five bullets is not true. The account of the pursuit so far as chasing them is concerned is true.

It is possible the Matabele may have been trying to draw us on to the main body. There were 8,000 waiting at the main camp.

(Willoughby's extract: "The number of the Matabele—been given" read.)—No, that is not a correct account. I never saw a Matabele in that attitude, I never heard of a Matabele asking for quarter, either on that day or on any other day. I served throughout the rest of the campaign.

As far as my own knowledge goes I fired the first shot, and I fired it on receipt of the order from Captain Lendy. The only resistance I saw was the one shot at Fitzgerald. I saw no quarter asked. I saw no sick Induna shot.

By Mr. Caldicott.—When we first saw the Matabele they were going parallel to the border, but were making for their main camp. Sixty would be about the total number attacked. Of that about half were killed. Had we gone another three-quarters of a mile we should have come on the main body, but we did not know that at the time.

(Q.) There has been some evidence given as to a shot having been fired at on left flank?—(A.) I would not say there was not a shot fired before Captain Lendy gave the order.

I know Gloag. He is very excitable. He was excited when the firing began. I heard Captain Fitzgerald shout to him then to keep quiet. He was shouting loudly. I saw him fire two shots. He may have fired more. His horse fell, and he was left behind. He closed up with the skirmishers just when the recall sounded. Personally, I have suffered no loss from the Matabele, but many of my friends have.

By Mr. Newton.—I sent Gloag with a message to Captain Lendy. He brought a message back, on receipt of which I fired a shot. I also heard a bugle sound "commence firing"; that was before I had fired. The bugle confirmed the message. I have no reason to doubt that the message to and from Captain Lendy was correctly given.

By Mr. Caldicott.—There were about 60 or 70. We did not count them. We had no time to count them. I sent him (Gloag) back with a message immediately, and before he could have had time to count them.

(Signed) W. P. KENNELLY.

Ninth Witness.—HENRY POSSELT, Farmer, in Mashonaland.

Have been here two years. A German, born in Natal, South Africa. Was at Victoria in July last. Had a farm near there. Was on the patrol when it rode out after the indaba. We started in the afternoon about 2, perhaps later. We went out at a walk, not very far, about 3 or 4 miles. Mr. Brabant, Mr. Lloyd, and myself were a flanking party on the right. We were called into the main body. I was on the left of the line when we advanced and saw the Kaffirs. I was not in front. We all spread out. We came over a little rise and saw the Kaffirs. I saw Gloag come in from the advance guard before we saw the Kaffirs. He rode up to Captain Lendy. We went on all together. The firing began after we had come up to the Kaffirs. We galloped up. The men ahead of us fired the first shot—the advance guard. I could not see who fired first. I heard the shot, the advance guard was close. We could see the men shooting, but I could not say who it was. I did not see any Matabele shooting. I did not see them fire a shot at all. We got close. The first shot was about 200 or 300 yards, and then we got close, but at all sorts of distances. I did not see any Matabele on our side (the left) shoot back. They were all running away on the flat. I fired about four shots, the others must have fired more.

(Account in Statement A. read.)—Of course some got more bullets than one. I do not think more than 10 or 15 were shot. I never saw any kneel down and ask for quarter. I fought the rest of the war. I never saw any Matabele afterwards ask for quarter.

By *Mr. Caldicott*.—I think what was done that day was justifiable and very necessary under the circumstances. I could not say positively whether the Matabele fired first shot or not, but I do not think they did. When we first saw them there were about 30 Matabele; afterwards I should think there were about 200 spread about.

By *Mr. Newton*.—I saw some cattle belonging to white men in possession of Matabele. We did not recover the cattle.

(Signed) H. POSSELT

Tenth Witness.—WILLIAM GEORGE NEAL, Prospector.

Was in Victoria in July last. Was out prospecting at the outbreak of hostilities 9th, west of Victoria 30 miles, close on the border. We were called in by the police. We lost 18 head of oxen and over 70*l.* worth of goods. I have seen the oxen since but I cannot get them. I saw them on the day of the fight in possession of Matabele. We were in Victoria about a week before the indaba. I was a volunteer for the patrol that day. I rode out with the column. I was about eight from the rear, about midway. We went about 6 miles. We met the natives and the shooting started almost simultaneously. I saw them before the shooting began. They were going along at a jog trot. The shooting began with single shots, and then we started. I was on Fitzgerald's left, when a Matabele fired at him. Fitzgerald fired and shot the native. We advanced at a gallop, and they were running in all directions. I got close to one, about 3 yards off; only that one. There were between 300 to 500 at the time the firing was going on. I saw nothing of a sick Induna being carried. I saw no native ask for quarter. The cattle already alluded to were recognised by me after the fight. They were in the native gardens. Captain Lendy would not let us take them. At the time we were searching for more Matabeles, as he said we had come out to find natives and not to get cattle. The Matabele, when they attacked our waggon on the 9th, and took our oxen,—the oxen were outspanned and feeding with the boy. The boy escaped into Victoria. They said to my partner, "We have come for you, we have come for you." My partner's name is Dunsterville. He replied, "I will have some of you first." Anyone who knows native laws knows that the seizing of cattle is a declaration of war. That act was a declaration of war against the whites.

By *Mr. Caldicott*.—When Captain Lendy stopped us taking the cattle he did not want to hamper his force. I think he was right, as it might have endangered the lives of the men in charge of them. We did not know what was going to happen, as firing was still going on.

(Signed) W. G. NEAL

Eleventh Witness.—JOHANN WILLIAM COLENBRANDER, Native Agent for the British South Africa Company.

First came here in 1888, and have been here off and on ever since. I accompanied Baviaan and Mushette to England. I was born in Natal. I have been amongst natives all my life. I lived on the borders of Natal and was always in Zululand. The customs of Zulu and Matabele are very much the same, in fact exactly. Their language is exactly the same, and also their practice and method in warfare. The Matabele are more cowardly however, and bigger thieves.

(*Extract read from Willoughby's letter: "The Matabele—been given."*)—I was through the whole of the Zulu war and afterwards with Usibepu in Zululand. Through the whole of my experience I have only once come across a native that asked for quarter. They give none, and expect none. If they never ask for it then there can be no typical attitude of asking. As long as a native kept arms in his [hands], I should never consider such an attitude as that described in extract as one of submission. I gave a native quarter once, and he hit me on the head with a battle-axe (*showing scar*); had I not just guarded the blow he would have killed me. He said "baba" (father), and when I turned my head hit at me with his battle-axe. When saying "baba" he did not adopt the attitude described. I have never seen a native go on one knee as described yet. I should only consider he meant submission if he throw down his arms, but I have never seen them do that even.

By Mr. Caldicott.—I should consider the forcible taking of cattle by natives as an act of war on their part (*see* Neal's evidence), in fact a declaration of war; and they would consider it as such, and if after having committed such an act they had met with no retaliation they would have considered it a sign of weakness. And having captured cattle in their possession, they would be on the look-out, and consider themselves liable to be attacked at any time.

(Signed) J. W. COLENBRANDER.

Twelfth Witness.—MANYOW, sworn according to Matabele custom.

All that I said yesterday is true. (*Report of interview put in.*)

Further Examination.

The sun was still early in the day, and the doctor then told us that should we still be anywhere near when the sun was there (*pointing to about 4 o'clock*) he would talk to them in a different manner. The doctor said nothing about any rivers or border. After the doctor warned us at the indaba, some of our people went and killed some of the white men's servants. That is why the doctor's people shot at us. I could do nothing with the young men. I had with me the

Mhlahlanklela Regiment.

No Seika do.

No Lima do.

No Linda Towns.

Euxa do.

Ozinga do.

Mobawbeni Towns.

No Swananzi do.

No Lingo do.

Lizinda do.

Nogwetine do.

And we picked up a lot of stragglers—all the Amahoies belonging to these towns. In numbers about 2,500 warriors left Buluwayo, and I picked up about 1,000 Mahoies.

EVIDENCE given by the Chief MANYOW before F. J. NEWTON, Esq., C.M.G.,
at Buluwayo, on the 22nd May 1894.

Manyow stated that he remembered the doctor at Victoria, and also Mr. Vigers. Manyow he is very sick, having lately had small-pox, with fever on him now. He is a coward, and had been afraid to come in before. He recognised Mr. Newton as the Queen's representative, and was willing to tell all he knew about the occurrences in Victoria last year. He was the head of the Matabele impi sent to the Victoria district, and was in command of the party who had an indaba with Dr. Jameson at Victoria. Umgandan was also there, second in command. He had brought one letter from the King, but the last one was brought by Umgandan. He gave his letter to Mr. Vigers, and remembered well what took place on the occasion. Dr. Jameson had told them that their men (Matabele) had killed Mashuna servants, and it would not be allowed. Dr. Jameson refused to give up the native women and children who had taken refuge in the fort, and ordered back the impi over the border, stating that he (Dr. Jameson) was in communication with the King direct.

He (Manyow) replied that he could not make his young people recross the border, and remembered that Dr. Jameson then told him and the older men who understood the thing to go back, leaving Dr. Jameson to settle with the young men. When Dr. Jameson had finished he said, "Now go, or I will drive you across," and he (Manyow) got up and left.

Then Umgandan said, "Very well, we will be driven across." Dr. Jameson told them distinctly that they had exceeded their orders by crossing the Shashi River, and that he was in communication with the King. When Manyow went back towards Magomoli's kraal the young Majakas went and looted a lot of trained cattle out of Mr. Vigers's kraal, including those belonging to the Company and to private individuals. Those cattle had never been returned. Some had also been captured before. Manyow tried to get the cattle given up, but the young men declined, and drove them back at the point of their spears.

Umgandan also remained behind to drink water at a spring, and while resting under a shady tree got mixed up with the Majakas, with the other Indunas also resting with him. This was when the Majakas were driving the cattle off, and were being chased by the horsemen. Manyow then returned straight to the King, and told him all that had occurred. They all understood distinctly what Dr. Jameson had told to their faces, that he would drive them back beyond the Shashi. But although the matter was discussed between them all, the young men would not do so. Even afterwards on returning the young men raided more cattle, and left their Indunas behind.

The Majakas were in possession of the stolen cattle in their own camp when the white horsemen pursued them.

Manyow stated then, Dr. Jameson had previous to the same indaba sent a white man and a coloured boy to talk with the impi, and in the way, fortunate for them, that Manyow met them and took them under his protection, as otherwise they would have been killed, as he (Manyow) saw mischief in the eyes of the young men. Manyow took the two messengers away. There was only one sick Induna, and he was not carried. That was Umgandan, who was suffering that day from an attack of colic. He was the only one sick.

During the indaba Umgandan was very cheeky and constantly interrupted the doctor, who shut him up, saying that he did not want to talk to boys, but only with the men.

End of examination.

(Signed)

CHARLES S. NORRIS NEWMAN,
 Reuter's Special Commissioner
 for Matabeleland.

Taken down from the oral translation by Mr. Johann Colenbrander, the Native Commissioner of Matabeleland, who interpreted.

Thirteenth Witness.—UMGENGWANE, Matabele Induna, sworn by Matabele custom.

Was with the body which was pursued by the patrol. We were some distance from the town, as far off as the big tree yonder (about 1 mile). The white men fired the first shot. There were a good many shots. We ran away to where part of our impi was and then cleared. We did not fire back, not the party that was with me, but I do not know if the others did. We were in open order, but pretty thick. I only know of two who were shot. No, I did not see them shot, or their bodies, but I was told so. When we first saw the white men some of us were moving, some sitting down, some drinking water. We were slow in starting; that is why we took so long. We did not start till late. The Majakas went to Makoombi's kraal after the indaba, and overtook us when they were pursued. I was not with Umgandan.

By Mr. Caldicott.—We Indunas had decided to return, but we had a row with the young fellows, who called us cowards, and said they were going to stay behind, and they went out raiding on their own account. Manyow did his best to stop these young fellows from going out, but he could not. The Majakas went straight to Makoombi's kraal to raid it. They were there in the kraal raiding when the white men came up with them. That is when the shooting began.

Manyow (recalled).—We only know of nine men shot—men killed; there are one or two still missing, but they may have run away.

FOURTH DAY.

25th May 1894.

Fourteenth Witness.—KENNETH GLOAG, in the employ of the Bechuanaland Trading Association.

Was at Victoria last July. Was then book-keeper in the Bechuanaland Trading Association store. Was corporal in the Victoria Rangers. Was in the fort on the 18th July on the morning of the indaba.—Was on duty in the fort. I was on the wall and saw the natives. I did not hear anything that took place. After the indaba we were warned for mounted patrol after lunch. We fell in about two hours, say,

after the indaba, and we rode out in half-sections. I was the second half-section from the front. Up to a certain distance, about 2 miles, I was with the main body. Then Captain Lendy told Sergeant Kennelly to take a section as an advance party. Sergeant Kennelly, myself as corporal, a man named Campbell, Arthur Brooks, and Wienand Bezuidenhout from Mafeking. We cantered off about 500 yards, and kept that distance ahead. We went at a walk across the veldt in a south-west direction. We had gone about half a mile when I saw some natives. I said they were Matabele, and Kennelly asked me if I was sure? I said "Yes, cannot you see their shields and 'assegais'?" They were about half a mile off. When I first saw them they were travelling. I think I saw them before they saw us. Kennelly said, "How many do you think there are." I said from what we could see there were about 65. He told me to count, we varied from 60 to 80. He told me to go back and report to Captain Lendy there were about 65 Matabele travelling in a north-westerly direction. I reported to Captain Lendy as Sergeant Kennelly told me. I rode slowly at his left side, while he had some conversation with Lieutenant Fitzgerald. He then told me to return to my post. That was all he told me. When I had gone about 250 yards, I heard him yell out to me to "Halt." I faced round immediately. I then heard Captain Lendy say distinctly, as an order to me, "Commence firing." I waited to hear the order repeated. I heard it repeated by several voices. I immediately went off as hard as I could to Kennelly and told him what the orders were. Kennelly then fired from his horse one shot. I dismounted and fired a second shot. They were some distance off. I fired immediately after Kennelly. Kennelly's was the first shot I heard. The rest of the party then came up, and the firing became general. The natives were, I should say, then about 300 yards off. We then scattered about, cantering forward, and dismounting and shooting. I went off towards the right towards Magamoli's. I got quite close to one native. I did not shoot. I was thrown from my horse who went into a game pit. I went over his head. I got up and went on. I did not see any cattle amongst the natives when we first saw them. We saw cattle afterwards when we went about with Lendy, after the retire bugle sounded. They were cattle the Matabele had stolen. They had evidently been in possession of the natives whom we attacked.

When we first saw them there was no man being carried among the lot we attacked. I never heard of it before now. It was impossible that there should have been one. I was most of the time with Fitzgerald. Fitzgerald fired at a native and rode on. The native dropped, and after we had passed him he fired from a blunderbuss. He missed Fitzgerald. We both rode on. I do not know whether he was afterwards killed. I turned round and said, "He is shooting at us." Fitzgerald said, "Oh, it is just a dying shot; it is no good firing a second time." I did not myself see any natives shooting back. There was a lot of firing going on.

(Extract about quarter: "The Matabele—given" read.)—I never saw a Matabele hold up his shield. I should think if he did so he was protecting himself. If he wanted to give in he would throw it down. I never saw a Matabele in the attitude described. I have had some experience of natives. The attitude described is a fighting attitude, not one of giving in. I think there were about 30 killed; I saw about 20. I did not count 20, there may have been more or less. We pursued them too fast, and we had good shots amongst us. Their idea was, I think, to get to the main body, and then turn on us. We knew where the main body was, and rode accordingly to cut them off.

(Signed) KENNETH B. GLOAG.

Fifteenth Witness.—EDWIN AMALRIC SLATER, Auctioneer.

Was at Victoria last July. Was auctioneer and hotel-keeper then. Was in the fort on the day of the indaba. I was under arms with the rest. I heard part of the conversation. I heard the doctor say they must go away at once and not come near Victoria. I remember the old Chief saying he could not help it; he could not control his young bloods. Those Europeans that had horses had orders to saddle up and be ready. We fell in about 3, and left about 4. We rode out at a walk and an occasional canter. I was not in the line, but I was on the right side of the column close to Captain Lendy. When we got about 6 or 7 miles from camp we saw some natives. I said to Captain Lendy, "There are some natives ahead." That was

before the message came from the advance guard. Immediately after the message came in the natives I saw were moving; they appeared to be coming to a kraal on our right, which they had looted before. They (the natives) were on our left front. We came across some cattle. That was after the fighting. Ten cattle there were that belonged to Dunsterville. The natives whom we attacked were in possession of those cattle. The cattle were recovered sometime afterwards. After the message came we advanced, dismounted, and fired. We were going at a canter. We got right up to them. I was well mounted. We got right round them, and turned the left portion of them. There were about a dozen natives there where I was. I saw no native being carried. I am perfectly certain there was not one. I did not see any native shoot back, but I was told one had shot at Fitzgerald. It was considered he had had a most wonderful escape, having been fired at a few yards off. I saw the natives as soon as anybody. I was the first to point them out to Lendy. I should not say it was correct to say they were retreating; of course they retreated when they saw us coming on charging them. It was too late for them to resist; we ran them down. My idea is they were raiding about when we came upon them. They did not believe what the Doctor had said, and thought they might do as they liked. I saw a few men killed. The number killed was roughly computed at 30. I saw about nine bodies. I saw no case of a native asking for quarter and being shot.

("Quarter" extract read.)—I never saw anything like that. I am sure it never occurred. The shields were not very little. I saw no sign of submission. They held up their shields, and threw an assegai or two. They most of them had guns.

By Mr. Caldicott.—I have been in South Africa about 15 years. I think the action of that patrol under Captain Lendy was necessary and justifiable in the interests of the country.

Seven of my servants were killed by the Matabele. Five were caught when out cutting grass, and two were taken off the wagon and stabbed and left in the road.

(Signed) E. A. SLATER.

FIFTH DAY.

26th May 1894.

Sixteenth Witness.—THOMAS ARTHUR CHALK, Sub-Inspector B. S. A. Company's Police.

Was in Victoria last July, was then Second Class Sergeant in the Company's Police. Before the 9th July an impi had been close to Victoria raiding. I accompanied Captain Lendy to interview the Induna of that impi. Captain Lendy spoke to him, and told him they were coming too close to Victoria. He also gave him a note to Loben. from himself. He wrote it there himself, when we met the impi. He explained to the Induna he was Loben's friend. Loben. had given him the road to Buluwayo, and in the note he wrote words to the effect that the impi was coming too close to the town of Victoria. The Induna said he would deliver the note and would take the impi away. We left him; we did not hear of them close to Victoria again. On Sunday, the 9th, I heard that natives and cattle were rushing through the town. We (the police) saddled up immediately, rode down the Magamoli Road a little past the hospital, where we met a great crowd of them. I stayed there, while some of the other police rode among them on the commonage, close up to the Vicarage. The impi itself was besieging Magamoli's eight miles off. That week the people there were reduced to great straits for food and water, even to drinking their own urine. For that week an old Mashuna Chief, Mazibili, close to Victoria, took refuge in the fort with his people. The country all round was being raided. Natives (Mashunas), assegaied, were lying on the road within a mile of the township, and several other bodies were found further off. Magamoli's people were reduced to absolute starvation. Although Manyow, the chief of the Matabele, had a note from Loben. to Captain Lendy, he did not deliver it until we rode out to Magamoli's and got it. It was a note to the effect that his impi were going to punish the Mashunas round Victoria; and he requested that no notice should be taken of them. A herd boy belonging to a farmer called Eksteen was killed by them. All the white men's cattle were scattered over the country. Some taken by the Matabele, others lost because the herds were either killed or had run away. Previous

to that, Manyow, when he first came in, said the white men's cattle would be given up. The second time, when he came to see Captain Lendy, he saw the native women and children who had taken refuge in the fort, and asked Captain Lendy to give them up to him, saying, "I won't pollute your water, I will take them over the stream," meaning to kill them. Captain Lendy said, "No, show me any that have done any harm or wrong, and I will try them, and if guilty will hand them over." Manyow insisted on having them, saying he must have them all. Captain Lendy would not give them up. Manyow then went away in a rage. Said he would not give over the cattle. We all went into the fort then. The place had been in a state of siege for some time. When the Administrator came down I was sent out with an escort to find some Matabele to tell them that the great White Chief had come down and that their Chief must come in and have an indaba. They said something to me which Mr. Brabant translated as, "When are we to be allowed to fight the white men?" I replied that I did not know. The place was in an absolute state of siege, nothing but night and day patrols. The outside stores all had to come in, bringing their stuff with them. I was one of the escort who went out to bring the natives in to the indaba. They were coming in a large body, and four of us, under Fitzgerald, met them 300 yards from the entrance to the fort, and told the Chief and those of his people who were coming in that they must leave their arms. They laid down their arms and went up. I was present, and standing within 12 yards. I did not hear all that was said, as I am deaf. I heard towards the finish the doctor tell Manyow that he had lied several times. I heard the doctor ask Manyow if it was a fact that he had said that he was unable to control his young men, and Manyow replied, "Yes, it was so." The doctor then said, "Well, you and your old men go away quietly, and leave me to deal with your young men." The doctor said he would give them either one or two hours to clear out. The interpreter defined the time by pointing at the sun. Umgandan, a minor chief—a young man, had been interrupting during the greater part of the indaba; and he went away very cheekily. He was offensive in his manner.

We waited from two hours to two hours and a half. Some were saddled up and some got the order at the end of that time. I was in charge of the police; there were four or five of them. We left about 2.30 or 3, and rode along for about an hour. I was in the rear. We took the right of the line and Captain Lendy went out left in front. The force was composed of Victoria Rangers, burghers, and police. I heard firing in front of the line. We went in column of half-sections, when the firing began, and as we got up they extended. The bugle sounded, "commence firing." There was one shot fired before the trumpet sounded. I could not say from which direction the shot came. I am perfectly sure I heard a shot fired before the trumpet went. I could not say from which direction the shot came. I cannot locate sound, as I am deaf in one ear. The shot was certainly fired before I heard the trumpet. He might have sounded "commence firing" more than once. I do not know who was trumpeter. My impression is, it was Weal. He is probably in Victoria now. Mr. Vigers would know. We were then in an extended line. We were slightly in rear, on the right. I was riding close to Captain Lendy, when I myself first saw the Matabele. They were running away, and we were pursuing them. We got within 200 or 300 yards. That was the closest I saw at any time. We were cantering, dismounting, shooting, and so forth. I did not see any natives actually drop to a shot, but I saw them on the ground, dead. I saw about four or five. It is impossible to estimate how many there were killed. I do not think there were as many as 30. I saw nothing of a sick Induna being carried. I never heard of it, until you mentioned it now. I never saw or heard anything of natives asking for quarter, and being refused. From my knowledge of the Matabele, I should say, they are not in the habit of asking for quarter. This would not apply to the Maholes (serfs). Personally I saw no show of resistance. Captain Fitzgerald, however, told me a man jumped up, out of the grass, and shot at him. He shot him dead. I have no means of saying what the Matabele were doing when we overtook them, as I was quite in the rear. There were some cattle about. I first saw them just before the "cease firing" sounded. I believe they were driven in. I do not know whom they belonged to. It appeared to me that the cattle were driven away by the natives we attacked. The appearance of those who ran away, and those who were shot, was that of young men—Majakas. A majaka is a young unmarried warrior, a generic name for soldier. I have no means of saying, who fired the first shot. All I know is, I heard a shot fired before I heard the "commence firing" sounded.

(Signed) T. A. CHALK.

Enclosure 3.

VICTORIA.

FIRST DAY.

11th June 1894.

Seventeenth Witness.—PETER FORRESTALL, Trooper in B. S. A. Company's Police.

Was at Victoria last July, was there farming. Had been in the Company's police before. Was farming four miles west of Victoria, the time before the impi came. First I saw of them was Sunday the 9th. My herd told me the Matabele were clearing off with my cattle. There were over 100 head, I lost 50. They were split in two lots by the Matabele. I caught up one lot and demanded them back, and said I would get the Induna to give them back, if they were not returned. They then returned about 50. The others I never saw. While I was away from the kraal, five Matabele came there and killed my Mashuna herd. The others ran away into the hills. I saw the boy lying dead, stabbed in two places. The other boy was a Swazi, and they did not touch him. I went into Victoria at once. On my way I met large parties of Matabele, close to the town, and found the town in a state of excitement. I attached myself to the Police for duty, and was with them when Dr. Jameson arrived. I was one of the five men who went out to tell the Matabele to put down their arms before coming to the indaba. They asked why they should while we were armed. We replied that white men, on going to see Lobengula, had to go unarmed. They eventually did so. About 20 to 30 followed us to the fort gates. I was present at the Indaba. I remember the doctor spoke to Manyow, as to why they came in, and Umgamdan tried to interfere several times. The doctor told him he was only speaking to Manyow, as he was the Chief. The doctor told Manyow that he had heard his young men were unruly, refusing to give up cattle, &c. He told him he could leave the young men if they did not want to listen, and he (Manyow) could go home. Then he eventually told him, he would give him an hour to be on his way towards the border. Mr. Napier, the interpreter, pointed at the sun to express one hour. I am quite clear he said to be on his way towards the border. At that time the Matabele Impis were all round the town. The doctor got up then. The Chief sent in to ask him where the border was. The doctor told him they knew. That was all. We then came in the fort. We waited nearly two hours, and then went out under charge of Captain Lendy. That was sometime in the afternoon. I was in the rear. The burghers were marched out first. We went out at a walk, out amongst the hills about four miles. There was firing in front. We all went forward. When I got up there were not many Matabele to be seen. The ground was very broken Kaffir land—rice fields with deep furrows. I do not think I saw more than 10 while we were advancing. I saw two shot. I got up about 200 to 300 yards up to them. I never saw anyone (Matabele) nearer than 100 yards. My impression is when the firing began, there were a few single shots, and then the firing became general. I do not know that any turned round and showed fight. I did not see any. I was too far behind. They were armed with guns—some of them—and all that I saw had shields and assegais. In the beginning I was too far behind to tell what the Matabele were doing when we first came up with them. After the retreat sounded, we were much scattered. I was on the right flank with Mr. Napier. We went towards Makoombi's kraal. We saw a lot of Matabeles there all round the kraal, apparently attacking it. Mr. Brabant was with me. Both the Posselts, and Mr. Geer and Stead. I heard shots from the kraal, not Martini shots but blunderbuses. I suppose those shots were fired by Mashunas defending themselves against the Matabele. This was soon after the retreat sounded. There were about 10 of us. While looking at the natives about 100 Matabeles came out behind some rocks, just in front of us. We were moving towards the kraal. They then turned to the left through some bush. We had some shots at them, but did not follow, as we heard the retire sound again. We fired two long range shots at the Matabele while they were attacking Makoombi's kraal. It was almost 1,000 yards. I then rode with a message

from Captain Napier to Captain Lendy to tell him the Matabele were attacking Makoombi's. Captain Napier soon followed me and we all went to Makoombi's, but the Matabele had all gone then. The Mashunas came out of the kraal, and were very glad that we had driven the Matabele away. We rested a few minutes there, and then returned to camp. I never saw anything to give me the idea that the Matabele even asked for quarter. We came up with several head of cattle when we were advancing. They looked to me as if they had been in the possession of the Matabele, and were left behind in their retreat. I saw no Matabele resisting. Those we saw were, I think, the rearguard in charge of Umgandan, who when he left the camp, certainly gave us the idea he meant to fight.

Before the doctor came down I had been sent in charge of two men to find any stray Matabele to take a message to Manyow, to tell him the white Induna was coming down, and that he wished to see him. I came across about 50 getting grain from a kraal near here. All ring-kops and armed. They would not listen when I asked them to come down. And I galloped round the kopje to cut them off. They sat down with their rifles in their hands. I gave my message. They said I would have to go on to the Chief. I eventually persuaded them to take the message themselves. I am quite clear in my recollection as to what the Doctor said to them, about giving them an hour to be on their way. It never occurred to me that they were given an hour to cross the border as that would have been an impossibility. I never heard that construction put upon it. We thought we were going to be attacked that night.

(Signed) PETER FORRESTALL.

SECOND DAY.

12th June 1894.

Eighteenth Witness.—ARTHUR WOODFORD BROOK, farmer, near Victoria.

Was on my farm in Victoria last July. Three and a half miles from Victoria northwards. I remember the Matabele impi coming on the 9th July, Sunday morning. My Mangwato boy told me they were coming. About 200 came to my house. I sent boy to see where the cattle were. He did not go far when he was seized. I took him away from them. Told them he was a Mangwato, and told Chief to leave my cattle alone. The Chief was Umgandan. Shortly after I saw my cattle being driven away about a mile off across the river. I told the Chief to send after them. He sent a boy, but did not bring them back. I went after them myself with the boy, and got them back about three miles from the house. On the way I had great difficulty in preventing them from molesting my boy. I got those cattle back. About half my herd. On returning I found the Chief was gone and the remainder of the cattle I had left behind. I have never got them back, except one bull. I came into town the next day, Monday. On the way I found the body of a Mahole boy who had been working for me. That same day I went with Captain Lendy and about 20 men to try and get the cattle back. The Chief admitted he had my cattle, and would send them back, but they never came. I then stayed in camp as a volunteer. I was mounted in the fort square while the indaba was going on. I could not hear what passed. About an hour or more after, we started off under Captain Lendy. We were in half sections. I was in front, and afterwards in the advance guard. The advance guard was sent out after we had gone out about 1½ miles. There were six of us. Kennelly (the late Adjutant) was in charge. Gloag, myself, Campbell, Davis and another. I am not quite certain Davis was there.* We went about two miles further, and saw about 50 or 60 Matabele. We all saw them about the same time, about a quarter of a mile off. We could hardly count them. There were a few stragglers and then a lump of them. The stragglers were joining the others. They were coming from the south to the north. They were not hurrying themselves. I remember two stopping and turning round. Kennelly sent back Gloag to tell Captain Lendy we had sighted 50 Matabele, as he reckoned. I heard him tell Gloag. We were out of sight of the column, about 500 or 600 yards in front. We halted. Gloag came back and told us we were to commence firing. He told that to Kennelly. Gloag was very excited. He shouted as he came along that we were to commence firing, but we waited until he got up to us. By that time the party of

* He was not.—F.J.N.

Matabele had rounded a small kopje in front of us, so we had to gallop some distance to sight them again. This was after the order was received to commence firing, but before any shot was fired. When we sighted them, Kennelly sent three on one side of the kopje, and he, myself, and Gloag, the other side. We came in sight again, and they disappeared behind the rocks. It gave me the idea they were taking up a position. Then two showed up on a paddy field, right up against the kopje, and we all dismounted. Kennelly was the first to fire, and I was next. Kennelly fired the first shot. There was some shooting the other side, about the same time. There were three or four shots, I should think, and I do not see how they could all have been fired by our men. Some might have been fired by the Matabele. I did not see the Matabele fire any shots. I did not see the Matabele fire at all, but I was on a very bad horse, and when the main body came up, I was soon left behind. I only saw two men shot; almost immediately after we fired first. The main body came up, and we all advanced at a gallop. The Matabele retired. It would have been quite easy to have stopped and shown fight. I think if they fled, it was more to draw us on to the main body, the big impi, which was at Magamoli's. There was one Matabele who was hidden in the grass. He got up right amongst us. There were about six of us together. Harris was one, and I think Stokes. The Matabele was shot. He had a rifle, but did not shoot. He was shot at once.

(*The Extract marked B. read.*)—That is an extract from a letter I wrote. I do not think my estimate of the killed is correct. I think there were between 20 and 30 killed at the most. No doubt there were many more Matabele there than we first sighted.

(*Extract re quarter from Willoughby's letter read.*)—I saw nothing that could make me confirm that statement. I heard nothing. I was in the rest of the campaign and never heard them asking for quarter. I should say the incident described there is improbable.

I saw nothing during the day committed of a treacherous and cruel nature. As a member of that force on patrol, I do not consider that anything that was done on that day was anything to be ashamed of. I saw some cattle on our return after the "retire." There were, I think, about 20 bullocks. They were evidently being carried away by the party we had attacked. My impression at the time was that those cattle were in the possession of those men.

After the order to fire we must have ridden three or four miles. Some went much further than the others.

By Mr. Caldicott.—I saw four dead Matabele. I estimate the dead at about 30, from what I hear. I should not dispute the fact, as stated by Manyow, that there were only nine killed.

(*Extract read from B. re what Dr. Jameson said to Manyow about crossing the border.*)—That is only what I heard from others. I was not present at the indaba, and do not adhere to that statement.

By Mr. Newton.—I do not consider, from what I saw of the Matabele when we first saw the party under Umgandan, that they were making a bonâ fide attempt to leave the country as instructed previously by Dr. Jameson.

(Signed) A. W. BROOK.

June 13th.

On previous oath:—

I saw nothing of a sick Matabele being carried by the others. Being on the advance guard I should probably have seen him, if he had been amongst the first lot. There were several parties, but I saw no one being carried.

On our side of the kopje we were the first to fire. Kennelly fired the first shot. That was the first shot fired in the day. On the other side of the kopje, I cannot say which side fired first.

(Signed) A. W. BROOK.

Nineteenth Witness—JOHN SOMERSET BRABANT, Native Commissioner for Victoria District.

Was in Victoria last July. Was then sergeant in the Victoria Rangers. On Sunday, 9th July, I heard the Matabele were near, and in the afternoon I saw them coming into

the town. I know that during that week they raided the Mashunas all round the town (in Zimundu's district). They took the Mashunas' cattle. They took between 50 and 60 of Forrestall's cattle. They took Bezuidenhout's post cattle, and Brook's cattle, and some of the Civil Commissioner's cattle.

On Monday, the 17th, Dr. Jameson arrived. Everybody was there in laager in the fort. Dr. Jameson sent me to warn the Chiefs, Manyow and Umgandan, that he wanted to see them the next morning. I warned the Chiefs through some of their men. The next day they came in with 200 or 300 men. The doctor then sent me to tell them he only wanted the Chiefs, not all the men. The Chiefs were rather obstinate. They eventually came in themselves. The doctor interviewed them. I was present. I was not interpreter. Napier was interpreter. I heard all that passed. I understand the language perfectly. The doctor asked Manyow who had sent him? Manyow said the King had sent him. The doctor asked him if the King had sent him to raid white men's cattle, and stab people. Manyow said, yes. The doctor said he was a liar. Umgandan tried to speak. The doctor told him to keep quiet as he was not head Chief, but was mumbling and laughing the whole time. The doctor asked Manyow, "Can you keep your young men in control?" Manyow said, "No." The Doctor said, "Well, then, leave them behind, and I will manage them." Meaning that Manyow himself was to go on, and if the young men would not go, the doctor would see after them. He then told Manyow he would give him an hour to make a move over the border; and Manyow asked him what he meant by the border; and the doctor said he knew quite well where the border was. He was to be on the move towards the border, not to be over the border. The border is about 18 or 20 miles from here where they crossed. Mr. Napier interpreted to him that he must get his men on the move within an hour. The Matabele have not got hours. Napier pointed to the sun, and when it would be an hour. Manyow understood that. It was simply impossible, and out of the question, that Manyow and his impi should be across the border in an hour. It was not taken that way by Manyow, or any of the others present. None of the Europeans put that construction on it. There were only three of us there who thoroughly understood the language—Mr. Napier, Mr. Read, and myself. Manyow went away, I am sure, clearly understanding that he and his men had to be moving in an hour.

We waited about an hour and forty minutes, and then we went out along the road. We rode about three miles out. I was riding in the third section, of which I had charge. When the advance guard went out, my section became the second. I was riding outside the line on the right. I had been flanking and just joined the main body again, when we sighted some Matabele. I saw them myself. We all saw them about the same time. We could see the advance guard moving on slowly, and the natives moving on ahead of them. When we first saw the Matabele, they were taking their time; some of them had been raiding, and were carrying grain, just coming from a kraal. Umgandan was there too. I did not see any cattle with that lot. I heard a shot fired from the Matabele. I saw it fired. It was on our right front. It was just about the time the advance guard sent the message back. I think it was Umgandan who fired the shot, because a rifle was picked up by the Makalakas afterwards, which looked very much like Umgandan's, which I had seen before. He was the only man I saw with a rifle that afternoon. It was a Martini. There were Matabele with rifles on the right, because I heard heavy firing from there. The shot was fired just as Captain Lendy's message to the advance guard was leaving. That was the first shot I heard or saw fired. After that we advanced in skirmishing order. We found the Matabele. They were running between 200 or 300 yards, dodging in the long grass. We advanced on the main body walking. We got within about 200 yards of them. The only shot I saw fired by the Matabele was the one above-mentioned. I heard some of the Matabele say, "Stand, why are we running?" They continued to retreat. On the right they stood and Captain Fitzgerald was nearly shot by one of them. The "assembly" then sounded, and we were coming back when we saw Makoombi's kraal besieged by them (the Matabele). We fired a couple of shots at 800 or 900 yards to the right of the kraal. The Matabele rushed out of the kraal. We fired a couple more at 600 or 700 yards, but none of them were hit. They ran off to the right. We went straight to Makoombi's kraal. After we fired the first two shots the Matabele left. The Matabele had been besieging that kraal for some time, and had had several fights there. They had taken all the cattle. We then came back to camp. I myself fully expected an attack on the Victoria laager that night, as Umgandan had said, as he was warning away from the doctor in the morning, "We must collect all our men and

"drive the white men out of this." I heard him say that. I do not think Napier or Reed heard him. I was mounted, standing behind him.

When we first came upon the Matebele, I do not consider they were retiring as Dr. Jameson had instructed them. From what Umgandan had said that day, and on previous occasions when I had to interpret, I think that he never meant to move at all. When I saw them, they were coming from the left side, the south, where they had been raiding; and were moving north towards the main body. There were about five or six at first, and then there were more—between 30 and 40. It is hard to say how many there were killed: I only saw two. I do not think there were as many as 30 killed that afternoon. I am quite clear on the point that I saw a Matebele fire shot before Captain Lendy's order to commence firing reached the advance guard. I never saw anything like buck-shooting (*extract from A. read*), I do not believe it occurred. I saw one man, Umgandan, himself with two bullets in him. He was shot at about 300 yards. Sergeant Stead shot him. As he fired, he said: "I've hit him."

(*Extract from (Statement D.) letter, "Captain Lendy then ordered . . . six yards away," read.*)—That is untrue; all the shots I saw fired by any of our men were over 200 yards away. I never saw any potting at men 5 or 6 yards off.

(*Further extract, "The Matabele . . . been given," read.*)—I know nothing whatever about that. It is not a likely thing. A Zulu, especially a Matebele, will die fighting. Will never ask for quarter. I never heard of a Matebele asking for quarter. The attitude described is not natural. A Kaffir would throw his arms away in token of submission. That is my experience of what a native would do, and has done in such a case. I have known that happen in this last expedition. I have seen several throw their arms away in token of submission. I did not see it on this occasion. Had the doctor not taken the step he did on that day, the Company might as well have withdrawn. Had he not done anything, the general public would have taken it up. I consider all the acts of the patrol on that day were entirely justifiable. They could not have been more lenient. Besides driving away the Matabele as described, the patrol also relieved Makoombi's kraal, and saved the grain from being burnt.

The Matebele were not retiring at all when we went after them. They were simply dawdling about, waiting to see what would happen next. Umgandan, I am certain wanted to fight and was hanging back.

(Signed) J. S. BRABANT,
Native Commissioner.

Twentieth Witness.—WILLIAM EKSTEEN, Trooper in the British South Africa Company's Police.

Was in Victoria last July. I had been farming about 18 miles to the north of Victoria. Early in July, about 30 Matabele came to my farm. I asked what they wanted. They said they had come to punish some Makalakas for stealing the King's cattle. Most of the Matabele were drunk from Kaffir beer, and were very impertinent, asking for presents, looking into huts, and asking where my boys were. I pointed out my cattle, which they did not touch. They left, and went to a kraal near. There one of my boys an old Makalaka turned up. They stabbed him, and killed him. They killed another man that night, the head man of the kraal. That same night Brook and Wallace came out and warned me, and I came into camp, where I found everyone in laager. I was attached to the police and stayed in the fort. I was one of the escort who went out to stop the Matebele coming to the indaba with their arms. They left their arms behind when they were told. I was present at the indaba. I heard Dr. Jameson tell them to be on the move towards the border within an hour's time. I never heard it said that he told them to be across the border within an hour. That would be an impossibility. It is from 20 to 25 miles off.

After the indaba, about two hours, we went out. I was one of the patrol. I was almost the rear half section with the police. About four miles out, I heard a couple of shots, two or three. I just saw the smoke, just in front. I could not see who fired the shots. They were rifle shots. The smoke was almost 500 yards or more. Then the firing became general. We all raced up, and advanced. I saw no Matebele before the shots were fired. We were left in the rear. I only saw one Matebele lying down, that was Umgandan, who was shot. I saw two others running. I saw another body afterwards. When the bugle sounded, I was with Captain Lendy, and the others straggled back. Umgandan was shot in two places.

(Signed) J. W. EKSTEEN.

THIRD DAY.

13th June 1894.

Twenty-first Witness.—ROBERT MCCORMICK STROYAN, Sergeant in British South Africa Company's Police.

Was in Victoria last year. Was trooper in the police. The Matabele impi came here Sunday 9th July, was all round the town. I was one who accompanied Captain Lendy to interview Manyow, and those with him; I was one of Dr. Jameson's escort at the indaba. I heard what happened. I heard the doctor tell them he would give them an hour to be on the move towards the border. I think it was Mr. Napier who interpreted. I am certain that was what he said. He gave them an hour to leave. We remained here in the yard for an hour and forty minutes, then we went out to see where the Matabele were. The police were in the rear. I was in the last section. I did not see the start of the affair at all. I heard several single shots fired. Then the firing began generally. I was not in front to be able to see the Matabele, when they were first seen by our party. We rode out afterwards. When I saw them first, they were scattered all over the place. It is difficult to say how many there were. I should say there were 200 or 300. I got to within about 400 yards. They were moving off towards the kopjes. We did not know if they were going to fight in the kopjes or clear away. I did not see any shot. I saw some of them after they were shot. Only about three. I did not see any shoot back. I did not see any cattle. I did not see any Matabele being carried by the others. I do not know how many were killed. I do not think more than 20, not quite that either.

(Signed) ROBERT C. STROYAN.

Twenty-second Witness.—ALFRED DREW, Clerk to the Resident Magistrate, Victoria.

Was in Victoria last July in that capacity. I was here on Sunday the 9th July, and went out with Captain Lendy that afternoon. We met about 100 of them about 200 yards from the barracks and close to the hospital. They said in reply to Captain Lendy that they were following Mashunas. They stayed in the neighbourhood for the following week.

I remember Dr. Jameson coming here. I was sent out with Brabant and some others to bring in the Indunas. We told them to lay down their arms before coming in. They did not do it very willingly, but did eventually.

I was present at the indaba. I understood what took place through the interpreter.

I remember Dr. Jameson telling them they would have to make a move towards the border within an hour; I am sure he said that. The interpreter indicated by the sun what an hour was. He did not say they must be across by a certain time. Dr. Jameson said an hour. And the interpreter translated it by pointing to the sun. I never heard at the time such a construction put upon it, that they were to be across the border within an hour. I have heard of it since through the papers.

Just before the doctor told them they would have to clear out, he asked Manyow whether it was true that he had lost control of his young men. He said it was. The doctor told him he had better clear out with his old men, and he (the doctor) would look after the young ones.

Umgandan was a young man. He seemed to interrupt pretty often.

I was attached to the police. About two hours after the indaba, we rode out. I was in the rear of the column. The first shots fired were distinct and separate. There were two or three shots fired before the bugle sounded. I do not know who fired the first shot. It was said at the time it was Umgandan. I did not see it. When I got up to the front there were only two or three Matabele to be seen. They were about 100 yards off. I got to where Captain Lendy was and heard him give the order to "cease fire" and "assembly." That was about five minutes after the first shot was fired. I do not know how many men were killed. I thought at the time about 20. I only saw about four or five lying dead. I only saw about a dozen Matabele scattered about during the pursuit.

No horsemen hardly to be seen. We were in the rear of the column, on bad horse I think Eksteen and Chalk were with me.

(Signed)

ALFRED DREW.

Twenty-third Witness.—MAKOOMBI, Mashuna Chief.

We were at our kraals, perfectly satisfied with the white men, who told us to plough &c., when the Matebele came down and attacked us saying: "We don't want you to be mixed up with the white men, or to plough anywhere near them." They came down and surrounded my kraal, taking my cattle and women and children. This was in July. On the day the white men went out, the Matebele had surrounded my kraal. There were between 30 and 40. It is hard to tell the number. We could not see them all. They retired from the kraal as soon as the white men fired the shots. That was about 3 to 4 o'clock in the afternoon. The Matebele then cleared out and ran away. No, they never came back again. They had come from Magamoli's, where they had their scherms built. They had been to Mazibibis kraal as well. The Matebele killed three of my people, and wounded three. There were nine females, women and girls taken away.

The Matebele were at my kraal on that afternoon, saying: "Come out, we want to kill you."

The killing of men and carrying off of women took place the day they arrived in the country. The women have never come back. They are in Madlodhli's district, near the Insinda.

My kraal is on a stone kopje, and the Matebele were besieging it on the day the white men went out. My kraal is close to the place where the white men pursued the Matebele. We could see the white men from my kopje.

There were only three proper Matebele shot, Umgandan and two others. The others were dogs. I heard there were about 20 of them killed. I saw four dead bodies.

MAKOOMBI

his
+
mark.

Witness,
J. S. BRABANT.

Enclosure No. 4.

PALAPYE.

18th June 1894.

Twenty-fourth Witness.—WILLIAM CHARLES WILLOUGHBY, Missionary of the London Missionary Society, at Palapye.

I do not know the actual writer of the letter, and have never known his name. And I cannot honourably furnish the name of the man who showed it me. I saw part of the original letter, and am absolutely certain it was a genuine letter. I am under the impression it was a family letter, certain portions of which probably were passages which it was undesirable for an outsider to see.

(Extract read from the Rev. W. Willoughby's letter, re Dr. Jameson ordering impi across border.)—I have no doubt that was the expression in the letter; although the distance to the frontier was probably not mentioned. The whole of the account in my letter is taken down from memory, after hearing the letter read. I listened with the object of making notes. I read parts of it myself. Very much of the language probably closely resembles that of the letter.

(*Extract about "quarter" read.*)—That remark is taken from the letter, and I made it the more readily because of other information received from other sources, for instance, the plea of the Chiefs to Lobengula, mentioned in the preceding paragraph, when he charged them with allowing their men to be shot down without offering resistance. I have lived much amongst natives worse than the Matebele. I have no experience as to giving quarter by natives in war; except that I heard that when Khama's fought Selika's, he gave quarter. The attitude described of the Matebele warrior is taken from the letter. If there is a passage which closely resembles the language of the letter, it is that one.

Re statement from Matebeleland (previous paragraph of Willoughby's letter). I think—I am sure, I heard that from Natives, or from white men from Matebeleland. I took a great deal of trouble to verify all I said. No one writing from here on that date (16th October) could have sent more carefully—acquired information than I did. Had I been seeking to send sensational news there was plenty here I could have forwarded; but it was not sufficiently authenticated. I could not give the name of the Chief in command, but I heard it at the time. I heard nothing more than what is said there as to the shooting of the sick Induna.

I know nothing more of the Victoria affair than what I have said on the 16th October. Now I can reconcile two contradictory statements about the entrance of the impi into the town. They entered the township according to map, but not according to actual buildings. The information I had about their not entering the town was from Native sources. The Europeans probably meant within the boundaries of the township according to a map.

(Signed) W. C. WILLOUGHBY.

Twenty-fifth Witness.—JOHN SMITH MOFFAT.

(*Extract, re quarter, read.*)—I think a Matebele might ask for quarter. In dealing with white men, it is likely. I cannot say they would adopt that attitude as described. I think they would put up their hands. I have seen a Matebele, when pursued, turn round and hold up his hands, to show he had nothing. I do not think a Matebele would give quarter. I think he would ask for it from a white man; he would believe in a white man's willingness to spare him.

The capture of cattle, as between two tribes, is certainly a declaration of war. The capture of white men's cattle and keeping it by Matebele would also be so. The Matebele would think himself liable to be fired upon, and open to reprisals.

(Signed) J. S. MOFFAT.

Enclosure 5.

From NEWTON, Special Commissioner, Victoria Inquiry, to W. S. BASTARD, c/o Ch. Southey (to be forwarded), Culmstock, Middleburg Road.

23rd. Have just returned from Victoria. Am still getting evidence where possible on Victoria incident. I should be much obliged if you could give me your evidence, either personally or by affidavit sworn before a magistrate. I should be glad, if you would state what you know as to what passed at indaba on 18th July before patrol went out, when Doctor Jameson warned Manyow, and also the full account of the patrol under Captain Lendy, especially on following points: What were Matabele doing when hostilities actually commenced? Who fired the first shot? Did Matabele resist? Did you see them fire back? Was quarter asked by any Matabele to your knowledge and refused. Did you see anything of a sick Induna being carried, and alleged to have been shot? I think an affidavit dealing with these points would be sufficient. Will you post it to me at Vryburg?

F. J. NEWTON.

Before me, CHARLES SOUTHEY, Justice of Peace, appeared WILLIAM S. BASTARD, who being duly sworn says:—

On July 18th, 1893, the Matebele impi, about 2,000 in number, were encamped about nine miles from Victoria, and were besieging a Mashuna kraal, called Makoombi's. Dr. Jameson had the previous day sent out to them, to request the leading Indunas to come in and interview him. At about 10 a.m. on the 18th July, the Indunas and about 20 followers were seen approaching; they were escorted by the police just outside Fort Victoria, the Matebele having left their arms in the veldt. Dr. Jameson asked them what they were doing in the white men's country. They replied that they knew of no border between the countries, and that they had been sent out by their King, Lobengula, in order to punish the Mashunas for stealing the King's cattle, but that their King had instructed them, not to harm the white men. Dr. Jameson replied, that they were liars; the King had not sent them, and they were to leave the country at once, and if they did not leave, his young men would drive them; and finally gave them one hour to leave the country. Dr. Jameson then got up and the indaba was over. As the Matebele were dispersing, Mr. Brabant heard the Induna, second in rank, Umgandan, say, "We must drive them."—Orders were shortly afterwards given for all available mounted men to get ready for active service. Thirty-eight men in all were mustered. And one hour and forty minutes after notice was given, the party rode off, in the direction of Makoombi's kraal, under the leadership of Captain Lendy. The column proceeded at a walk by half sections, and proceeded for about one hour and a half, when Sergeant Kennelly with a section of four men was sent forward as an advance guard, keeping in front of the main body about 500 yards. The Matebele when first seen, about 60 in number, were in small parties, some were sitting down at the foot of a koppie, and others were driving on towards Makoombi's 10 oxen branded D, belonging to a transport rider, called Dunscombe. Immediately they were sighted, Captain Lendy gave the order to commence firing, which was sounded on the bugle. The main body commenced to charge, and the advance party commenced firing. I was riding near Sergeant Fitzgerald, and saw a Matabele fire steadily at him, at 50 yards, giving him a narrow escape. The men were at this time very much scattered, and a dropping fire was going on in different directions, when Captain Lendy caused the "cease firing" and "assembly" to sound, and the affair was over.

I neither saw nor heard of a Matebele asking for quarter. Nor did I see or hear, any report of a sick Induna having been shot, which report I believe to be wholly false.

Before me,

(Signed) W. S. BASTARD.

CHARLES SOUTHEY, J.P.

Enclosure No. 6.

From NEWTON to SPRECKLEY, Victoria.

27th.—Many thanks for sending on things, and all your trouble. I am anxious to get evidence of Weil, employed at Mashonaland Agency. He was trumpeter to patrol at Victoria on 18th. Will you ask him to make a statement by affidavit before you as to what he saw, heard, and did on that occasion, and particularly on following questions:—Who fired first shot? Did he hear shot fired before "Commence firing" was sounded? Did he sound "Commence firing" more than once? Who was with Captain Lendy when he gave the order? Please send copy of this telegram and of Weil's statement to Caldicott. I have informed him I am asking you to do this.

F. J. NEWTON.

From ACTING ADMINISTRATOR, Salisbury, to NEWTON, Vryburg.

10th.—Your wire received. Weil's statement as follows:—

I, Mansel Edge Weil, of Victoria, in the territory of Mashonaland, make oath and say as follows: (1) I am at present in the employ of the Victoria District Gold Mining Company at Fern Spruit. (2) On the 18th July last year, when the Matebele were raiding in the

MOCOMOLE'S KRAAL
(Mashona)

— SKETCH —
SHEWING MEETING
OF
EUROPEANS AND MATABELE
NEAR
VICTORIA—
18TH JULY 1893.

1 1/2 0 1 2 3 Miles
— SCALE 1 MILE = 1 INCH —

KAKOOMBIS KRAAL
(Mashona)

PATROL OF
WHITES
AFTER
FIGHT

FINAL HALT
OF WHITES

POSITION OF BLACKS WHEN
FIGHT COMMENCED

CONCEALED

ROOF

POSITION OF WHITES WHEN
FIGHT COMMENCED

LANDS

Trail of
Matabele

MATABILIS KRAAL
(Mashona)

VICTORIA

Tuli to Charter
TOWNSHIP

From

neighbourhood of Victoria, I was in the service of the British South Africa Company as forester, and was present at the interview Dr. Jameson had with the Indunas on that date. (3) I have a fair knowledge of the Matebele language. I heard Manyow asked by Dr. Jameson if it was true that he had lost control of his young men. Manyow replied that such was the case. Dr. Jameson then told him, he had better clear with his old men and he (Dr. Jameson) would look after the young ones. Dr. Jameson finally told them that he would give them one hour to make a move in the direction of the border, the interpreter indicating by the sun what an hour was. The Indunas then left, Umgandan, who had been insolent throughout the interview assuming a threatening attitude as he went away. (4) It was fully two hours after the departure of the Indunas that the patrol under Captain Lendy left to see that Dr. Jameson's orders had been obeyed. I was with the patrol as trumpeter. About three miles from camp I heard shots fired ahead, and immediately two or three of the advance guard returned and reported having seen a number of Matebele and having been fired upon. The patrol at once cantered up to the advance guard and firing then commenced on both sides, our men becoming scattered in all directions. I did not hear Captain Lendy give the order to "commence firing," nor did I sound it. Captain Lendy and myself, with two or three of the police who were in the rear of the patrol, remained near the spot where the firing commenced. As far as I can remember the police were Drew, Stroyan, and Chalk. I remember receiving the order to sound the "Cease fire" and "Assembly" from Captain Lendy, two or three minutes after the firing commenced. I sounded continuously for about five minutes; in that time the men assembled, and we returned to camp. (5) I did not think at the time that more than a dozen Matebele were shot.

(Signed) M. E. WEALE

Sworn before me at Victoria this 30th day of June 1894.

(Signed) J. A. SPRECKLEY,
Acting Resident Magistrate.

Enclosure No. 7.

LIST OF PATROL.

Dead.	Witnesses.	Absent.
Lendy, Captain R.A. (in command).	Brabant, J. S., Sergeant, Victoria Rangers.	Behan.
Dillon, B. S. A. Co. Police.	Brook, Volunteer.	Bezuidenhout.
Fitzgerald, Sergeant and Acting Adjutant B. S. A. Co. Police.	Chalk, T. A., Colour-Sergeant B. S. A. Co. Police.	Brown.
Judd, Volunteer.	Drew, A., attached to Police, clerk.	Campbell.
Kirton	Eckstein, J. W., Volunteer farmer.	Clark.
Robertson	Forestall, P., Volunteer, farmer.	Davis.
Welby	Gloag, K., Corporal, Victoria Rangers.	Dreyer.
	Kennelly, W. P., Sergeant, Victoria Rangers, contractor.	Dunn.
	Lloyd, H. K., Corporal, Victoria Rangers, hotel-keeper.	Durden, B. S. A. Police.
	Napier, W., Captain, Volunteer, merchant.	Everard.
	Neal, Volunteer, prospector.	Harris.
	Posselt, H., Volunteer, farmer.	Harrell.
	Slater J. A., Volunteer, auctioneer.	Long.
	Stokes, H. L., Volunteer, Manager Mashonaland Agency.	Long, H.
	Stroyan, R. Mc., Inspector, B. S. A. Co. Police.	Nochans.
	Weir, P. W., Volunteer, merchant.	Omatra.
	Evidence on Affidavit.	Stead.
	Bastard, J. S., Volunteer.	Stoddart.
	Weale, M. E., Volunteer, Trumpeter, forester, B. S. A. Co.	Swan.
		Wallace.
		Ware.
		Williams.
		Doubtful.
		Viljoen.
		McGeer.

Enclosure No. 8.

MAP.

Enclosure No 9.

SPECIAL ISSUE of the MASHONALAND TIMES containing full Particulars of the latest
MATABELE RAID.

Price 1s.

Victoria, Thursday, July 20th, 1893.

Price 1s.

CONTENTS.

The Topic of the Week	- 1.	Public Meeting	- 7.
Victoria under Arms	- 2, 3.	Our Fighting Strength	- 8.
Garrison Orders	- 4, 5, 6.	Advs.*	- 9, 10.

Topic of the Week.

Space forbids any lengthy statement as to the present aspect of the Matabele question. Our opinions, fully expressed as far back as September last, have, from then until now, been repeatedly ridiculed by our Salisbury contemporary. Eight months ago, we stated what is now proved true, namely, that the Matabele would daily become more and more impertinent, with the result that during the last week they have taken some hundreds of cattle from the white man, first, in many instances, killing the Makalanga herds that were in charge. The presence of such a large body of natives as has recently been in the vicinity naturally causes alarm, while the loss of Makalanga servants, who promptly leave at the first prospect of trouble, means, at the least, mines shut down, and business at a standstill. From a statement made by the Administrator and published on another page, it will be seen that our opinions are now shared by both the Chartered Company as well as the public. Events have proved whether the credence placed in our statements by down-country journals has been "misplaced." To quote a favourite expression of the Editor of the Herald, he has certainly this time completed "the reductio ad absurdum," of the whole question.

VICTORIA UNDER ARMS.

From the time when the British South Africa Company's force first entered Mashonaland, Matabele "scares," have been of frequent occurrence. Within the last 10 days, Victoria has been in a state which, to a stranger, would appear to imply that there was something more in the air than the usual rumour. On Sunday the 9th instant, there appeared in the neighbourhood of Victoria, an impi of Matabele, the numbers of which are variously reported at anything between three and six thousand. To commence the story at the beginning, about a month ago, a small party of Matabele made a raid on Bara's kraal, situated about 14 or 15 miles to the North-west. Captain Lendy, R.M. of the district, immediately left with a party of police, and interviewed the marauders, who then informed him that it was Lo Bengula's intention to send a large impi to thoroughly wipe out the Makalangas, whom the King accuses of crossing the Matabele-land border about 25 miles west of Victoria, and stealing cattle from outlying Matabele posts. Captain Lendy gave the leader of this party a letter to Lo Bengula, and on the 8th instant, received a reply, forwarded from Bulawayo by runners to Palapye, and thence by telegraph, stating that although a strong party was to be despatched to punish these Makalangas, the Induna in charge had strict instructions not in any way to molest the white man or to touch his property.

On Saturday, farmers in the neighbourhood saw the Makalangas running in all directions driving their cattle to the mountains. On Sunday afternoon, Victoria was disturbed from its accustomed sleepy condition by the arrival of Natives seeking protection from their enemies the Matabele. In the vicinity, within a mile of camp, might be seen small wandering parties on the watch for the fleeing Makalanga, while, in the distance, the rising smoke proclaimed that the raiders had adopted their usual course of wholesale destruction, burning kraals, crops, and all else that came in their way. But a few minutes had elapsed before the Resident Magistrate with a party of police had interviewed the parties near the camp. One and all told the same tale, that their

Induna would come in next morning with a letter from the King which would explain. Under the circumstances, it seemed that something more than mere explanation was wanted. Taking into consideration the proximity of the Matabele and their large numbers, as learnt from the reports of the fugitives, Captain Lendy wisely determined to have everything in readiness in case of attack. Gatling and Maxim guns were mounted, and everything that could be done was done. Messrs. Forrestall, Dunstable, Cooks, and many others reported loss of cattle. Volunteers in readiness all night.

Monday.—Kraals burning all round during night. Captain Lendy with 26 men rode to Matabele; about nine miles away fell in with a party of some hundreds; leaders said that their "boss" Induna had gone into camp with letter. On return Lendy met Induna, who produced letter from Lo Bengula, requesting resident magistrate to bring up Makalakas who had stolen cattle. Lendy said would do so after proper trial. Induna left promising to send back white men's cattle. Fugitive Makalakas clearing camp, a good number found assegai'd around camp.

Tuesday.—Patrols and guards all day and night. Kraals still burning. Burghers met and elected officers (see page 44).

Wednesday, Thursday, Friday.—Prospectors and farmers come in from all parts. On Friday Lendy states that men are turning out smarter on sound of alarm. Everyone at his post.

Saturday.—Various rumours afloat. Everyone wants to fight, and anxiously waiting for Dr. Jameson.

Sunday.—Rev. Sylvester, as military chaplain, holds service after parade for inspection of arms. The rev. gentleman stood on ammunition cases, and said that the sons of Ham would all be cleared out. He considered the Chartered Company had not forgotten its duty, it had left us four walls to get behind. Cricket match in afternoon.

Monday.—Dr. Jameson and Lieutenant Napier arrived. Everybody surprised and amused at the doctor's attitude. Sergeant Chalk left with escort to inform the Matabele that "the great White Chief ordered their Indunas to come to an indaba." Lendy cheers the Officer Commanding every opportunity. Everyone full of military humour. Mounted troop of 50 men inspected.

Tuesday.—The Administrator's action successful. Matabele indunas arrive. Dr. Jameson asks no question, simply tells them to clear within an hour or he will make them. One Induna remarkably impertinent. Two hours later mounted party under Lendy ride after Matabele; fall in with about 150 of the enemy who promptly clear, being killed, including the impertinent Induna; no white man killed or wounded.

Wednesday.—Mounted troop report Matabeles cleared from neighbourhood.

THE COMPANY'S POLICY.

Dr. Jameson informs us that, although no details of the Company's intended action can yet be published, he is now in communication with Lo Bengula, and that the strongest measures will be taken to make Lo Bengula understand that these impudent natives must now cease to come over our border. Great satisfaction is felt at Dr. Jameson's action.

GARRISON ORDERS.

By Captain C. F. LENDY, Officer Commanding.

Orderly Officer, Lieutenant DAIRS.

Orderly Sergeant, Sergeant SUMMERS.

Victoria, 11th July, 1893.

- (1.) All guards to fall in inside the Barrack Square at 11 p.m. daily.
- (2.) The volunteers will furnish a mounted patrol to-night, to leave camp at 3 a.m., and patrol from east to west north of the hospital, returning 6.30 a.m.
- (3.) The burghers still furnish a guard of eight men to be stationed at the Umshagashi Drift, double sentries to be posted and relieved every two hours, also eight men to be stationed at Umshagashi Drift.

(4.) In case of any unusual occurrence the non-commissioned officer in charge of guards will send one man to the Court House to report. Should the alarm sound, men will at once take up positions allotted to them.

(Signed) F. FITZGERALD,
Acting Adjutant.

Victoria, 12th July 1893.

Orderly Officer, Lieutenant BRETT.

Orderly Non-commissioned Officer, Sergeant SMITH.

(1.) The police will find a mounted patrol to leave Camp at 11 p.m. and return at 2 a.m.

(2.) The Volunteers will find patrol of four mounted men; parade 2 a.m.

(3.) The burghers will find gate guard of six men.

(4.) Reveille will be sounded at 6.30 a.m. unless the assembly and alarm be previously sounded, in which case all will double to the fort and take up allotted positions.

(5.) In case of alarm men will take up positions without unnecessary noise or delay.

(6.) All duties to parade inside the Barrack Square.

(7.) After the sounding of the alarm no man will be allowed to leave the Barrack Square without permission.

(8.) Parade for inspection of arms daily at 5 p.m., everyone to attend.

(Signed) F. FITZGERALD,
Acting Adjutant.

Victoria, 13th July, 1893.

Orderly Officer, Lieutenant DAIRS.

Orderly Non-commissioned Officer, Sergeant E. A. SLATER.

(1.) Caution is hereby given to all under arms that on no account are their rifles to be loaded unless in face of the enemy, or by order of the officer commanding.

(2.) The burghers will furnish for to-night a gate guard, consisting of one non-commissioned officer and six men.

(3.) The Victoria Rangers will furnish a mounted patrol consisting of four men to leave Camp at 3 a.m. and return at 6 a.m.

(Signed) T. A. CHALK,
Acting Adjutant.

Victoria, 14th July, 1893.

Orderly Officer, Sergeant KENNELLY.

Orderly Non-commissioned Officer, Sergeant J. V. WILLIAMS.

(1.) The police will furnish a mounted patrol of four men to parade at 11 p.m.

(2.) The burghers will furnish a mounted patrol of four men to leave Camp at 2 a.m. and return at 6.30 a.m.

(3.) The Victoria Rangers will furnish a main guard of one non-commissioned officer and six men to parade at 11 p.m.

(4.) Until further orders everybody will sleep within the precincts of the Barracks.

(5.) The burghers will furnish a picquet of one non-commissioned officer and six men to parade at 9 p.m.

(6.) Last post will sound at 11 p.m. by which time every inhabitant must be within the precincts of the barrack square.

(7.) There will be the usual parade for the inspection of arms and accoutrements to-morrow at 5 p.m.

(Signed) F. FITZGERALD,
Acting-Adjutant.

After Order.

(1.) Any persons going sick will report themselves to their troop orderly non-commissioned officer who will report to the military surgeon (Dr. Lichfield) who will attend.

Victoria, 15th July 1893.

Orderly Officer, Captain NESBITT.

Orderly Sergeant, Sergeant P. H. BROWN.

(1.) The Victoria Rangers will furnish a mounted patrol of four men to parade at 11 p.m. and return at 2.30 p.m.*

(2.) The burghers will furnish a mounted patrol of four men to parade at 2.30 a.m. and return at 6.30 a.m.

(3.) The burghers will furnish a main guard for the night consisting of one non-commissioned officer and six men, and a picket consisting of one non-commissioned officer and six men. Picket to parade at 9 p.m.

(4.) The police will furnish a patrol (mounted) to leave camp at 7 a.m.

(5.) Gunner Rixon is promoted to lance-sergeant from this date.

(6.) Captain Lord Henry Paulet having arrived, is taken on the strength, and assumes command of the Volunteers.

(7.) The T.O. non-commissioned officers will see that all prisoners get blankets and rations.

(8.) The O. non-commissioned officers will attend orderly room at 10 a.m. daily.

(9.) Any man wishing to draw rations will parade in front of the orderly room daily.

(10.) No man will be allowed to leave camp without permission from the officer commanding.

(11.) Troopers Forrestall, Campbell, and Collyer, are detailed to assist Sergeant Brabant in Native Contingent.

(12.) Until further orders first post will be sounded at 9.30 p.m. and last post at 10 p.m.

(Signed) F. FITZGERALD,
Acting Adjutant.

By Captain F. C. LENDY, Officer Commanding.

Victoria, 16th July 1893.

Captain of the day, Captain NESBITT.

Orderly Sergeant, Sergeant FIRMIN.

(1.) The burghers will furnish a mounted patrol of four men to parade at 11 p.m. and return at 2.30 a.m., and a mounted patrol of four men to parade at 2.30 a.m. and return at 6.30 a.m.

(2.) The Victoria Rangers will furnish a main guard of one non-commissioned officer and nine men to parade at 11 p.m.

(Signed) F. FITZGERALD,
Acting Adjutant.

Victoria, 17th July 1893.

Orderly Officer, Lieutenant BASTARD.

Orderly Sergeant, Sergeant KENNELLY.

(1.) The Victoria Rangers will furnish a mounted patrol of four men to parade at 11 p.m. and return at 2.30 a.m.

* Sic. qy. "a.m."

(2.) The burghers will furnish a mounted patrol to parade at 2.30 a.m. and return at 6.30 a.m.

(3.) The burghers will furnish a main guard of one non-commissioned officer and nine men to parade at 11 p.m.

(4.) Men who have been told off to horses are to hold themselves and horses in readiness to leave at a moment's notice.

(Signed) F. FITZGERALD,
Acting Adjutant.

Victoria, 18th July 1893.

Orderly Officer, Lieutenant NAPIER.

Orderly Sergeant, Sergeant McPHERSON.

(1.) The burghers will furnish a mounted patrol of four men to parade at 11 p.m. and to return at 2.30 a.m.

(2.) The Victoria Rangers will furnish a mounted patrol of four men to parade at 2.30 a.m. and to return at 6.30 a.m.

(3.) The Victoria Rangers will furnish a main guard of one non-commissioned officer and nine men to parade at 11 p.m.

(4.) The Victoria Rangers will furnish a gate guard to parade at 7 p.m. until 9 p.m.

(5.) Men desiring to receive rations are to give in their names to Trooper Pease at the orderly room at 10.30 a.m. to-morrow.

(Signed) F. FITZGERALD,
Acting Adjutant.

Victoria, 19th July 1893.

Orderly Officer, Lieutenant DAIRS.

Orderly Sergeant, Sergeant H. SMITH.

(1.) The Victoria Rangers will furnish a mounted patrol of four men to parade at 11 p.m. and to return at 2.30 a.m.

(2.) The burghers will furnish a mounted patrol of four men to parade at 2.30 a.m. and to return at 6.30 a.m.

(3.) Sergeant Kenelly is promoted to be Acting Lieutenant of the right wing Victoria Rangers from date. Corporal Hurrell is promoted to be Acting Lieutenant of the left wing of Victoria Rangers from date. Dr. Lichfield is appointed Surgeon Major of the garrison from this date.

(4.) No fires will be permitted within the compound, except in the camp kitchens. No slops will be allowed to be emptied within the compound, except in the pails provided for that purpose. No water is to be used from the tanks or barrels after 5 p.m.

(5.) Corporals McPherson and Wynnstanley are promoted to sergeants from this date.

(6.) Fort Quartermaster Sergeant McHattie is appointed Garrison Fort Quartermaster Sergeant and will attend stables.

(Signed) NEIL A. SWAN,
G.R.S.-M., for Acting Adjutant.

PUBLIC MEETING.

A public meeting of the inhabitants of Victoria and district, was held on Saturday the 15th instant, in the Market Square.

Mr. E. A. Slater, speaking from a waggon, said that the meeting had been called to ask Dr. Jameson what protection farmers, prospectors, traders, and others might expect from the Company. The speaker said, that had not Captain Lendy acted as he had, we might all have been killed in a moment. (Here three cheers were given for Captain Lendy.) He trusted that on the arrival of Dr. Jameson all would support Captain Lendy. They should ask for proper protection, and see that they got it. He asked anyone who

had lost cattle to come to the committee which would be formed, and prove their loss. They must not be afraid to speak up. He also referred to the fact of certain Makalangas being killed under our very eyes.

At this point it was proposed by Mr. Whiteman, and duly carried, that Mr. E. A. Slater be chairman, which post he accepted.

Mr. J. Stoddart was called for to speak on behalf of the mining industry. On rising, he said it was impossible for them to lose their time at this, the dry season of the year. He maintained that the volunteers should be properly equipped, that the Company should see that their cattle were returned, and that the standing police force should be greatly increased. Mr. Dunsterville, in course of a speech in which he occasionally wandered from the subject, said that he believed the Company, under their Charter, was obliged to keep up an efficient police force. He asked where they were. If this present state of affairs was allowed to blow over, where would they get food for their boys, or where would they get their boys to work the mines. The fact of the Matebele passing through the camp was simply a challenge to the white man. They dared not do it, unless they had permission from Lo Bengula. Dr. Jameson must settle the Matebele question at once, now and for ever.

At the conclusion of meeting, three cheers were again given for Captain Lendy.

The following comprise the committee elected :—

E. A. Slater, Chairman.
J. Clarke (representing Traders).
Dunsterville (Transport Riders).
— Reed (Farmers).
— Swift (Mechanics).
— Hamilton (Secretary).

THE FIGHTING STATE OF VICTORIA.

Commanding Officer, Captain C. F. Lendy, Resident Magistrate.

The Victoria Rangers.

Captain Lord Henry Paulet.
Lieutenant Napier.
" Bastard.
" Kennelly.
" Hurrall.
Paymaster, C. R. Vigers (Captain).
Surgeon-Major, J. W. Lichfield.
Chaplain, Rev. A. D. Sylvester.
Acting Adjutant, F. Fitzgerald (Captain).
R.S.-M., Neil A. Swan.

94 non-commissioned officers and men.

The Victoria Burgher Force.

Commandant Judd.
A. Troop.—Captain Nesbitt.
Lieutenant Weir, P. V.
" Slater, E. A.
B. Troop.—Captain Sampson.
Lieutenant Wynnstanley.
" Harrison.
C. Troop.—Captain O. Dairs.
Lieutenant.
" Purssell.

223 non-commissioned officers and men.

In addition to the above, arms have been served out to about 75 men, who are not on the roster of either the volunteers or burghers. There are therefore about 400 white men properly armed in camp. All trustworthy Cape Boys and Indians have also been armed and placed under the command of Sergeant Brabant, the Court Interpreter. The artillery troop, under Sergeant-Major Reid, who has had experience through the Zulu War, is in charge of one Gatling and two Maxim guns. The horses in camp number 82. A barbed wire entanglement has been made all round the fort, platforms built from which men can fire over the walls, a hospital, attended by the three Victoria Sisters and Mother Clare, established; all arrangements made for a proper food and water supply, and the distances marked off in all directions round the fort by white flags. The police, numbering seven men under Sergeant Chalk, have not had a whole night, or even half, in bed during the last 10 days; and, while all have, we think, done their duty willingly, the Officer Commanding, the Police, and the Adjutant, have certainly done the hardest work.

PART II.

CORRESPONDENCE

IN CONNEXION WITH

MR. F. J. NEWTON'S REPORT.

No. 1.

SIR H. B. LOCH to the MARQUESS OF RIPON.*
(Received August 1, 1893.)

MY LORD MARQUESS,

Government House, Cape Town,
July 12, 1893.

I HAVE the honour to enclose, for your Lordship's information, a copy of a telegram from Dr. Jameson to Dr. Harris, on the subject of a raid by the Matabele near Victoria.

I have, &c.
(Signed) HENRY B. LOCH,
Governor and High Commissioner.

Enclosure in No. 1.

COPY of TELEGRAM from DR. JAMESON, Salisbury, to DR. HARRIS, Charter, Cape Town,
dated July 10th, 1893.

Exaggerated reports about Matabele, near Victoria, sure to reach Colony; so that you may contradict, give you full text. To-day a large Impi sent by Lobengula to punish Mashonas for theft, some came near Victoria, and while Lendy wiring me about it, I received the following telegram from Colenbrander, *begins*:—"As you will, no doubt, " have heard from Captain Lendy, the King had some of his cattle stolen by Béres " people near Victoria. The King now wishes me to let you know that he is sending a " large force to punish Béres and others for various reasons, and to tell you that he has " had special messengers despatched yesterday to Lendy telling him of his intentions, " and asking Lendy and the people there not to be scared, as the expedition was not " against the white to whom he is friendly and has had no cause of complaint, and that " he has told his people not to molest any white man they might meet. I may add that " whilst I was away yesterday at Hope Fountain to engage runners, the King in the " meantime had secured them himself, and, I being away, would not wait, and asked " Dawson to write for me, and I trust this will reach Lendy in time; my private opinion " is that the king intends to punish the recent wire cutters, as a fairly large force has " been sent to punish the offenders."—*Ends*. I wired the following answer, *begins*:—"Thank the King for his friendly message and tell him I have nothing to do with his " punishing his own Maholis, but must insist that his Impis are not allowed to cross the " border agreed on between us. He not being there, they are not under control, and " Captain Lendy informs me that some of them have actually been in the town of " Victoria, burning kraals within a few miles, and killing Mashonas who are servants of " the white men; also that they have captured some cattle of the Government and " of other white men. I am now instructing Captain Lendy to see the head Induna, " tell him that those cattle must all be returned at once, and his Impi must retire " beyond our agreed border, otherwise Captain Lendy is to take his police and at once " expel them, however many they are. The King will see the necessity of this, other- " wise, the white men getting irritated, the expedition may never return to Buluwayo."—*Ends*. Now the Victoria people naturally have got the jumps, volunteers called out, rifles distributed, &c. I have told Lendy to repeat King's message and my answer to the Induna, and use his tact to get rid of them without any collision, which I feel sure he can do, as the Impi is only too glad to run away from the whites; at the same time

to give confidence to the Victorians, last night it was necessary to give Lendy power to carry out my message to the King, if absolutely necessary. Lendy's description of burning kraals, and Mashonas killed, of course, very harrowing, but that was at first blush and after sundown. Will wire you this morning when I hear from Lendy that they have all cleared; have told Lendy to prevent exaggerated press telegrams.

No. 2.

SIR H. B. LOCH to the MARQUESS OF RIPON.*

(Received August 7, 1893.)

(Extract.)

Government House, Cape Town,

July 19, 1893.

I HAVE the honour to enclose, for your Lordship's information, with reference to my despatch of the 12th instant,† a copy of correspondence on the subject of the Matabele raid near Victoria.

Enclosure in No. 2.

From JAMESON, Victoria, to HIGH COMMISSIONER, Cape Town.

TELEGRAM.

18th July.—I thank you for your telegram and feel sure your Excellency's message to Lobengula will prevent any general disturbance. The Indunas arrived after my last telegram; after some conversation, during which they would not consent to return beyond the border, I told them I would give them an hour to retire, and if they did not would send my men to drive them out as I had informed the King. At the stated time, Captain Lendy, with thirty-eight mounted men, rode out, found about 300 still on commonage; these fired on Lendy's party, Lendy then fired and pursued for about nine miles; a few men were killed, including two head men. Lendy has now returned; no casualties; I believe the whole lot will now return to Matabeleland and further raiding cease. We are taking all due precautions in case of any returns, which I do not anticipate.

No. 3.

Dr. JAMESON, Victoria, to BRITISH SOUTH AFRICA COMPANY,

Cape Town.‡

(Dated July 22, 1893.)

TELEGRAPHIC.

You ask for details of Matabele troubles. I will now give them for the last two years, that you may understand how we have done our utmost to avoid collision. Early last year, a Matabele impi raided Lomagunda, killing Chief and large numbers of men, and taking women and children to slavery. Being far away, our police were too late to prevent, but I sent warning message to Lobengula; later last year, when I was here, some fugitive Makalaka came to me, asking protection against a large Matabele impi who were killing and raiding Chibi and other kraals across our Tuli road. I sent police, who interviewed impi, and sent them away again; I sent severe message to Lobengula; always the same answer, that some cattle had been stolen, and his impi was not to interfere with white men. A month ago Mashona reported to Captain Lendy raiding Matabele across our border; Captain Lendy with police went out, and impi retired. Lendy sent letter by them to Lobengula, reminding him of my messages, that

* Reprinted from C.—7171, p. 52.

† No. 1.

‡ Enclosure in Sir H. Loch's Despatch of July 26, 1893 (received August 14, 1893), No. 62 in C.—7171.

his men must keep beyond border. Loben's answer was that he was sending a large impi to punish Mashonas, but again that they were not to interfere with white; this is the impi which has given the present trouble, and which is still encamped just beyond the border. Last Sunday week, its presence was first announced by a number of Makalakas from a kraal on the commonage rushing into Victoria for protection. Two of these were killed between the hospital and the church, and several others in the streets of Victoria before the police got out to drive the Matabele off. The garden boy of the English clergyman, Sylvester, ran away; Sylvester, looking for him, found him assailed about a mile out of town. Altogether about 20 were killed in Victoria. Captain Lendy informs me, in every kraal for miles around Victoria, men, women, and children have been murdered, cattle and grain taken away, and what could not be carried off burnt. When Lendy with mounted party drove off the impi the other day they found them encamped round a kraal on a kopje, cutting off the water supply. It seems this is their method; not to attack a dangerous place, but to starve them out for water, and then butcher. As a specimen of the abject condition they have reduced these natives to, on my way down here, when outspanned, some Mashonas came down from a kraal to talk, then Matabele reported from neighbouring kopjes a sudden rush to their kopje, and placed a woman on a rock at some distance, hoping the Matabele would take her, and be content to leave them alone. Captain Lendy naturally had great difficulty in preventing the people from firing on the Matabeles. At the first outrage, he went out with his men and interviewed the indunas; these gave the usual tale, King's orders to punish Mashonas, and not to interfere with white men; also to give up men, women, and children refugees. I instructed him to give up no women and children, but tell indunas he, as magistrate, would try men if they made accusations. Indunas were impertinent, and refused to remove impi. In meantime, I at once sent message to Lobengula that his impi was killing white men's servants and stealing Government cattle, and that I had told Lendy to order them across the border, and, if they did not go, drive them; then I came down, and found raiding and burning going on in all directions, even on the commonage, in the kraals where the whites principally get their servants; also passed large party of Matabele carrying away loot. I at once sent for indunas, who arrived next morning, ordered them to cross border at once, giving a short time to obey, and telling them I would drive them out if they did not; the rest you know.

I think the High Commissioner and Mr. Rhodes will agree that we have gone as far as possible to prevent a collision, and that further negotiating would rather have precipitated than averted trouble. Three years of negotiations has only induced them to encroach more. Work is absolutely stopped, many waggons have off-loaded machinery at Matapis and gone back to Middle Drift; people and Government have lost large number of cattle, and I feel sure work will not be recommenced, or even transport carried along the roads till some definite action on our part is taken of going into Matabeleland to settle the question finally, which can easily be done by (*sic*) in Mashonaland alone. The clergy, whom I have talked to freely, agree with me on every point. I may add that, though the people throughout Mashonaland are now determined that something decisive must be done, they behaved with great restraint in the beginning. In two instances, vouched for by Captain Lendy, prospectors had their small boys butchered beside them on their way into Victoria, and yet not a Matabele was fired at till after my arrival here.

No. 4.

The MARQUESS OF RIPON to SIR H. B. LOCH.*

[Answered by No. 6.]

SIR,

Downing Street, November 2, 1893.
IN the telegram from the Administrator of Mashonaland, dated the 18th of July, a transcript of which accompanied your Despatch of the 19th of July† last, it is stated that, after the Matabeles who had visited Victoria on the 18th July had been warned to retire, Captain Lendy, with 38 mounted men, had, under Dr. Jameson's orders, ridden out after them; that Captain Lendy found about 300 still on the commonage, and that these fired upon his party, and that Captain Lendy thereupon fired and pursued them.

* Despatch reprinted from C. [7290], p. 7.

† No. 2.

In the telegram from Dr. Jameson to Lobengula of which a transcript, dated the 24th July, is enclosed in your Despatch of the 26th July,* the Administrator states that the police found the Matabele encamped on the commonage, and that they actually fired on the police.

It appears that the Matabele, on their return to Buluwayo, reported to Lobengula that they had been fired into as they were retreating, and had not themselves fired.

Since these occurrences, several letters and extracts of letters, purporting to have been written by eye-witnesses who accompanied the party under Captain Lendy, have been published in various newspapers in this country and South Africa. I transmit to you, herewith, press cuttings with some of these extracts.

These statements agree in an account of the incident in question materially different from that adopted by Dr. Jameson, as it would appear from them that the Matabele, to the number of about 60 or 70 men, were overtaken by Captain Lendy's party six or seven miles from Victoria in full retreat, and that they had not fired, or attempted resistance, when the police opened fire upon them.

I shall be glad if you will investigate the matter as soon as the conclusion of the present operations enables you to do so.

I have, &c.

(Signed) RIPON.

Enclosure 1 in No. 4.

EXTRACT from the "TIMES," 16th October.

The following are extracts from a private letter just received by a Swansea gentleman from his brother, who has a farm about three miles from Fort Victoria. It gives, as will be seen, the writer's experiences of the recent Matabele raid, which was the cause of the present disturbance in Mashonaland:—

"Fort Victoria, Aug. 10, 1893.—On the morning of July 9, the Mahlahas, Mashonaland people, came to my farm and told me that the Matabele were within six miles. They, the Mahlahas, were all flying to the mountains. I did not think much of it at the time, as they have never come so close to Victoria before. Three boys whom I had working in the garden ran away, so I went out to see if the cattle were all right. I found the herders had run away also and the cattle had strayed. I collected all I could and took them home. I had not been half an hour at the house, when my Manquatoo boy told me the Matabele were in sight. It was not long before about 150 of them were round my house. They were very civil and said they had strict orders from Lobengula not to touch the white man's cattle or to interfere at all. While I was talking to them, my boy told me he thought he recognised some of my cattle amongst a large herd which was being taken away. I told the chief to send some boys to bring them back, but I thought it best to go myself. I caught them up at a point where the Head Chief had made his camp. He gave me up the cattle. On my way back, I had great difficulty in keeping the Matabele I met from killing my Manquatoo boy. They tried to make out he was a Makalaka. When I got back, I found that the cattle I had left at the house had been jumped. It was then getting dark, so I counted what I had left and found that I was 20 cows short, besides calves. I had bought all the cattle, 30 cows, two bulls, a few yearlings, and calves, just a week before this happened. The next morning I started for camp with everything. I found the camp in a state of fortification. All the farmers had lost cattle and were in to report their losses. After breakfast Captain Lendy and about 20 men, of whom I was one, rode out to demand the cattle. The Chief promised they should be returned the following morning. Next morning there were no signs of them, so we waited all day, and in the evening Dr. Jameson, the administrator, arrived. The next morning he sent five police to tell the head induna to come to an indaba about midday. He came, and refused to give up the cattle until we had given up the refugees who were in the town (*i.e.*, Makalaka women and children), adding that he would not kill them in front of us, nor would he kill them in our river, but he would take them out of sight. The end of it was, Jameson told him he gave him an hour to give up the cattle and get over the border, and if they were not across by then we should help them. At the end of the hour Captain Lendy with 50 mounted men, started after them. I was riding an old crock that could hardly stand on its legs. We caught them up about six miles from camp, making for the main body. As soon as we got within 300 yards of them, the word was given to open fire. We followed them for about three miles. There were between 40 and 50 killed. We only just

* See No. 3.

retired in time, as we were nearly on the top of the main body, which was 5,000 strong, when the bugle sounded. We are now doing all we can to strengthen our position. All the cattle have been sent to the mountains. The Company will have to give us full compensation for what we have lost. A border police has been formed; I have joined for two months. All the people are called out to man the fort. The general opinion is that the Company want to fight, as Matabeleland is a magnificent country, healthy, and also very rich in minerals. A free farm will be given those who go into fight, I have just come in from a ten days' patrol over the border."

Enclosure 2 in No. 4.

EXTRACT from the "TIMES," 24th October.

THE POSITION IN MASHONALAND.

The following are extracts from private letters received from a young Englishman who has been located a few miles from Fort Victoria:—"Some people will argue that there is no reasonable excuse for fighting the Matabele, and will sum up by saying, 'Lobengula sent an impi with strict injunctions not to interfere with the white men, but to raid the Makalakas and Mashonas. They obeyed those injunctions and never injured a single white, and when requested by the Great White Chief to return over the border were on their way there when they were fired upon and chased.' From that view, many would sympathise with Lobengula. But, looking at it from a looker-on's view, it is plain the impi did as much as they dared. Had they broken the King's order in any one respect they knew it meant death on their return; but they also knew that, if they could provoke the whites to attack them first, the King could only justify them in retaliating; therefore they tried their hand at that game. The only kraals attacked were those all round Victoria (with which Victoria trades for meal, &c.) The white men's Makalaka servants were murdered in the camp before our eyes, and in one case a Makalaka was assegaied through the back while on his knees requesting his boss to protect him. The boss himself had an assegai put on his breast in a defiant manner. They openly called the whites 'dogs,' they killed the parson's Kaffir a short distance from the church, they snapped their fingers in contempt at the indaba with the doctor when he ordered them to quit, and, instead of hurrying away, they went towards the body of the impi by the koppies. About two hours after, they were overtaken by Captain Lendy and some horsemen, and the captain, seeing they had not obeyed orders by hastening off, fired on them and chased them."

Enclosure 3 in No. 4.

EXTRACT from "TRUTH," 19th October.

Durban, 15th (Special).

A private letter received in Durban from Victoria contains the following:—"Last Tuesday Matabele come into camp. The alarm was sounded and every one was shut in the fort. Dr. Jameson held an indaba, and gave them one hour to get out of Mashonaland (30 miles). An hour and a half afterwards, fifty of us mounted and were sent to see if they had cleared, when we came across about sixty of them about seven miles from camp. Captain Lendy gave us the order to charge and fire, which we did, killing between 25 and 30. The others got into a kopje among the rocks, so we had to leave them. It was like buck-shooting, for the poor devils took to their heels and we galloped up and almost shot them point blank. I don't suppose any of them got less than four or five bullets in him. Two days ago, a mounted party (12) went out as far as the border to see if any more Matabeles were about, and news came in this morning that they had had another brush with them, killing several."

No. 5.

The MARQUESS OF RIPON to SIR H. B. LOCH.*

[Answered by No. 7.]

Sir, Downing Street, November 20, 1893.

I TRANSMIT to you a copy of a letter which appeared in the "Daily Chronicle" of yesterday, from the Rev. R. Wardlaw Thompson, Foreign Secretary of the London

* Despatch reprinted from [C. 7290], p. 17.

Missionary Society, concerning a letter received from a friend of his at Palapye, Mr. W. C. Willoughby, relating to the origin of the recent hostilities with the Matabele.

Without going into the general questions of policy discussed in these two letters, I would draw your attention to those parts of the second letter which bear on the conduct of Captain Lendy, and to point out to you that the statements which Mr. Willoughby makes appear to have a material bearing on the question raised in my Despatch of the 2nd instant,* whether the information supplied correctly described the circumstances under which Captain Lendy and his men fired on the retiring Matabele. You will observe that one of Mr. Willoughby's correspondents alleges that quarter was refused to the Matabele, even when they went on their knees and begged for it. The whole subject needs the most searching investigation. No satisfactory inquiry can, of course, take place before the close of the present operations, and meanwhile I should be glad if you would let me know which, in your opinion, would be the best mode of securing a full, impartial, and independent investigation into all the circumstances of the case.

I have, &c.,
(Signed) RIPON.

Enclosure in No. 5.

The "DAILY CHRONICLE," 16th November 1893.

The Editor of the Daily Chronicle.

14, Blomfield Street, E.C.,

November 14, 1893.

Sir,

I HAVE read with interest the information you have given to the public about the war which is at present being waged against the Matabele. I have not been able entirely to agree with you in some of your opinions, but none the less I have been grateful to you and others for ventilating the subject, and enabling the British public to know something of the real state of the case. Complaints have been made that the missionary interest has all gone in favour of the Chartered Company of British South Africa, and no small criticism has been passed upon the missionaries for their belligerent attitude. I confess, the utterances, as reported, of the Bishop of Derry and the chaplain at Fort Victoria have seemed to me to warrant all the criticism that has been passed upon them. I am conscious also that there is good reason for saying that the missionary interest has been on the side of the Chartered Company. The fact is, some of us who have been pretty closely connected with work in Matabeleland for many years past have been sorely troubled as to the attitude we ought to take. I, myself, visited that country 10 years ago, and came home with a strong conviction that sooner or later there would inevitably be a war with the Matabele, and that nothing but a strong hand would suffice to break up a power which was a standing menace to peace, and which lived by the cruel oppression of its weaker neighbours. A visit to Palapye last year, and all I heard then from men long resident in the country, confirmed the opinion I had formed 10 years ago, and led me to expect that the crisis could not be very long delayed. The Matabele themselves are fine specimens of the savage, and would be likely, under a different government, to develop quite as rapidly as any uncivilised native race with which I am acquainted. But the government under which they have lived has rendered advancement utterly impossible. This society has had a mission in Matabeleland for 30 years, but the effort to get children to school, or permanently to influence the adults for good, has been so constantly frustrated by the fear in which the people live that visible results have been almost nil, and we have again and again discussed the expediency of withdrawing our missionaries and sending them to some field where they would be able to work under different conditions.

I cannot, therefore, in the least sympathise with much that has been said and written in favour of the Matabele, as if they were an ill used and innocent people. I never came across any tribe whose manner of life and mode of dealing with their neighbours excited such universal indignation and dislike, even among peace-loving and native-loving men. Yet, having said this, I have felt that the utterances of the men who have talked freely about "wiping out" the Matabele, and driving them beyond the Zambesi, were as barbarous as the habits of the tribe whom they sought to punish. There is no need to

wipe out the Matabele people. Indeed, it would be great folly, on economic grounds, to think of such a thing. All that is needed is that the tyranny under which they live should be broken, and a different government substituted for it. I have also been much troubled by the story of the way in which the present war has been commenced. It has seemed to me that the official accounts left much to be desired, and that it would have been well for our credit had the war, which seemed to be a stern necessity sooner or later, been commenced under different conditions. I was confirmed in this feeling by a letter from a friend who has been many years in Matabeleland, and who, writing before hostilities actually broke out, said, "You know what I have long thought about the Matabele, but I wish we had gone into the war with cleaner hands."

I have now received from another friend at Palapye the enclosed letter, which he asks me to send to the editor of some influential newspaper. The report he gives fully justifies the expression of the wish of my previous correspondent. I send it to you in the hope that it may find publicity through your columns. Now that the war has been commenced, and the Matabele have learned the power of the white man, I can only hope that it will be speedily terminated, and that Her Majesty's Government will insist upon having the country brought under Imperial rule, instead of leaving it to be managed by a great trading corporation, whose control necessarily must be largely affected by considerations of self-interest, and of the accounts which must sooner or later be rendered to their shareholders.

I am, &c.

R. WARDLAW THOMPSON,
Foreign Secretary London Missionary Society.

The following is the letter which the Rev. R. Wardlaw Thompson asks us to publish:—

Palapye, Bamangwato, British Bechuanaland Protectorate,
October 16, 1893.

It is, perhaps, inevitable that the British race should be continually extending its sway. The genius of our people, our history, and our present necessities, all combine to bring this about. And it is doubtful how much of praise or blame for this we justly deserve. He would be a rash man, and short-sighted withal, who should venture to draw a permanent frontier to all our dominions. But I submit that the methods by which we extend our dominions are surely matters of first-rate importance, calling for the scrutiny of all who love our nation. And it is to some of these methods that I desire to draw the attention of your readers. English papers are always a month old before they reach us at this remote place, and, thanks to the sweet waywardness of our Bechuanaland postal arrangements, they are sometimes permitted to mellow at Vryburg, or some other place. Mine went astray last week. So I am five weeks in arrears with newspaper information. I see, however, that many papers have already referred to the troubles in Matabeleland, and it is probable that during the last five weeks the references have been more numerous and more lengthy. All the references that I have seen are evidently based upon official reports or down-country rumours. And the officials of the Chartered Company are possibly not encouraged to put both sides of the question before the public. All information from Mashonaland or Matabeleland passes through Palapye—if it passes at all; some of it probably goes no farther. So it is not presumptuous to say that we are well posted with the latest information from this quarter.

The official report of the conflict at Fort Victoria told how an impi of Matabele soldiers had raided the district around that fort; killed a large number of Mashonas, many of them being slain in close proximity to the fort; raided one English farmstead; and caused general alarm and apprehension among the white settlers within the sphere of the Company's influence. Of the raiding of the English farmstead, no other report has yet reached here. But there can be no doubt that the other statements are well founded, and that the Matabele behaved in their usual bloodthirsty and savage manner toward their unfortunate serfs. Nor is there any doubt that trade, mining, and agriculture in Mashonaland were more or less paralysed by the flight of servants and workmen who, being for the most part Mashona or Makalanga, sought safety in the hills. It is not my business to apologise for the cruelties of the heartless Matabele; nor do I intend by any word in this letter to attempt the task. It is the general opinion here—even among those who know the Matabele best and have the most genuine and unselfish interest in the welfare of the tribe—that a thorough military castigation would be for the benefit of this people and for the peace and progress of their neighbours. And if Great

Britain feels inclined to enter upon a border war from purely philanthropic motives, there is scope in Matabeleland for the enterprise. But, Sir, if we undertake the work of chastisement, let us at least abstain from copying the treachery and cruelty of the savages that we chastise.

Now, to come back to that official report. The report went on to say that Dr. Jameson ordered the indunas of the Matabele impi to come into the fort for an "Indaba"; that he gave them a certain time to clear off "the commonage" (whatever that may mean), and that after that time Captain Lendy went out with a handful of men and routed the Matabele, killing many, and without loss on our side. Now the Matabele are not cowards in the sense that they are afraid to fight, though they may be cowards in the sense that they take every advantage of a man's weakness when he is in their power. And this seemed like a great achievement for the Chartered Company's forces. There is, however, a small paper published at Victoria and called the "Mashonaland Times," and a copy of its "special issue," dated "Victoria, Thursday, July 20, 1893," fell into my hands not long after the above date. It appears to be produced by some stylographic process, but, modest as it is in appearance, it seems to aim at independence of statement. This paper predicted some eight months ago that the Matabele would continue to grow more impertinent, and upon the whole it seems pleased that its prophecy has been fulfilled, and that there is a prospect of war between the English and Matabele. It avers also, in a paragraph headed "Saturday," that "Everyone wants to fight." And taking it altogether it is more than evident that this paper would not minimise any grand victory over the Matabele. You shall hear what it says. The quotation is from page 3, and runs as follows:—

"*Monday.* Dr. Jameson and Lieut. Napier arrived. Everybody surprised and pleased at the doctor's attitude. Sergeant Chark left with escort to inform the Matabele that 'the Great White Chief ordered their indunas to come to an indaba.' Fellows cheer the O.C. every opportunity. Everyone full of military ardour."

"*Tuesday.*—The administrator's action successful. Matabele indunas arrive, Dr. Jameson asks no questions: simply tells them to clear within an hour, or he will make them. One induna remarkably impertinent. Two hours later mounted party under Lendy rode after Matabele, fell in with about 150 of the enemy, who promptly clear, 30 being killed, including the impertinent induna, no white man killed or wounded."

Now in this report there are some remarkable omissions if the official statement is entirely correct, and not only omissions, but even variations from the official statement, and some of its readers here began to wonder what there was behind it all. We knew the truth would come if we waited for it, because there is constant communication between Palapye and Victoria. It was not long before reports began to come in from Matabeleland, which were still more out of harmony with the official report. Lobengula had sent his impi to punish his vassals, the Mashona and Makalanga, for various offences against his authority, one offence being that of cutting the Chartered Company's telegraph wire, of which the Company had complained to him. There has been no dispute between him and the Company as to the sovereignty of Mashonaland. This the Company does not claim. They pay him indeed about 100*l.* a month for the right to carry on certain trading, mining, and agricultural operations in this portion of his country. The "frontier," referred to in connexion with this affair, is the line beyond which the Chartered Company has no right to carry its operations. It has nothing to do with sovereignty. Lobengula warned his indunas before he sent them away that they were not to interfere with the white man or his property, and he claims to have sent information to this effect to the officers of the Government, and when his indunas returned with the story of their disaster, and were sharply censured for allowing their men to be shot down by the white men without attempting resistance, they quietly replied to Lobengula's wrathful words, "You told us, Chief, not to touch the white men, and we did as we were told." And his great complaint to a friend of mine, who passed through his capital a day or two later, was that the white men had fired upon his soldiers *when they were retiring*. We further heard from Matabeleland that the Matabele warriors who were attacked were the rear-guard of the impi; that they were carrying a sick induna, and that both the sick induna and the induna in charge of the party were shot.

Since then, I have been favoured with the sight of a private letter from a gentleman at Fort Victoria, and the letter, while giving an ampler account of what transpired, is in strict accord with the non-official accounts to which I have referred. The letter says that Dr. Jameson ordered the indunas across the frontier, which was 30 miles away, within two hours. The doctor must have had a high opinion of the physical powers of

the Matabele. About one hour later, however, Captain Lendy rode out with about 40 men and overtook a party of Matabele about two or three miles away, who were making for the so-called "frontier." The number of Matabele is variously estimated at 50 and 150 men. Captain Lendy then ordered his men to charge and for which they did. The impi took no notice, but quietly went on. Lendy's horsemen attacked them, each picking out his man and firing at him, sometimes when not more than five or six yards away. The Matabele hid, and tried to escape, but they uttered no sound and showed no fight. Not even a groan was heard. When a Matabele warrior found that he could not escape, he turned towards his pursuer, fell on one knee, and held up his little shield in token of submission. But no quarter seems to have been given. The number of the slain can only be guessed at, for there was no attempt to count them. It was probably not far from the number stated in the official report. Now, whatever one may think of the necessity for a war with the Matabele, it is surely a disgrace to the British nation to have these things done in its name. And it seems about time that the healthy air of public opinion were allowed free play among the forces of the Chartered Company. He must be a strong man who can live among those who are ever thirsting to be at the throats of the "niggers," and who can yet preserve a high standard of justice towards offending natives; and it seems only fair that men who have thus become enervated should be reminded at this crisis that the eyes of healthier men in the British Empire are upon them, and that the British public will know how to deal with the cruelty and treachery of white men, as well as with the same qualities in the black.

Now, my letter is already long, but I must add a few lines more. Since this conflict at Fort Victoria, correspondence has been passing freely between the High Commissioner and Lobengula. All this correspondence, whether telegraphic or postal, has to be forwarded between Palapye and Buluwayo by special messengers. Khama, Chief of the Bamangwato, furnishes the Assistant Commissioner, who resides here, with men for this purpose. It is not easy to know what is contained in a Government Despatch; we shall see that when the Blue Book is published. But I fancy it will then be seen that no definite demand for compensation has been made, nor for apology, and that no declaration of war, or even ultimatum, has ever been sent to Lobengula. His tone has been pacific, things have been going as peaceably and orderly in Buluwayo as they usually do. His messenger, who went to England some years ago, passed through here on his way to the Cape, as a special envoy to the High Commissioner. He seems to be at the Cape still, as far as we can hear, and Lobengula is still awaiting a message from him. The mail from Buluwayo reached Palapye last Monday in the usual way, and saw nothing unusual on the road, and yet we are now at war with the Matabele. Three columns from Salisbury, Victoria, and Macloutsie, are closing in on the country. Two Matabele boys reached Palapye last Saturday with some men belonging to a friend of mine. They brought these men out of Matabeleland without hindrance or difficulty, and on the way they met Khama and his men marching to join the British forces. "What does it mean?" they asked. "Our people do not expect this. We left them sowing their gardens, and not preparing to fight the English." Is this worthy of a great and strong nation, which should be an example of honesty and justice to the loyal natives of Bechuanaland, and even to our troublesome neighbours across the northern border? Our Chief here, Khama—a true man, a just and firm ruler of his people, and a loyal servant of our Government, was asked to send his regiments to the Macloutsie drift to co-operate with the B.B.P. force from the Macloutsie camp, and he left last Monday with four regiments. He has done everything that he could do to aid the Government. The most reliable information that has reached Palapye has come by his scouts. And now he has gone with his regiments. But these are methods that he would never have descended to, and they are not likely to increase his respect for the Government.

My only plea for troubling you with this letter is the fact that I can vouch for all I have said in it, and the still more important fact, that the righteousness of a nation is the rightful business of every one of its citizens. And I beg to subscribe myself, yours faithfully,

[Signature]

W. C. WILLOUGHBY.

No. 6.

SIR H. B. LOCH to the MARQUESS OF RIPON.*
(Received December 22, 1893.)

MY LORD MARQUESS,

Government House, Cape Town,
December 5, 1893.

I HAVE the honour to enclose, for your Lordship's information, with reference to your despatch of the 2nd ultimo,† a copy of correspondence on the subject of Captain Lendy's collision with the Matabele at Victoria.

I have, &c.
(Signed) HENRY B. LOCH,
Governor and High Commissioner.

Enclosure 1 in No. 6.

From the IMPERIAL SECRETARY, Cape Town, to SECRETARY, BRITISH SOUTH AFRICA COMPANY, Cape Town.

SIR,

Government House, Cape Town,
November 29, 1893.

I AM directed by his Excellency the High Commissioner to enclose, for your information, a copy of a Despatch which he has received from the Secretary of State, covering newspaper cuttings, giving accounts of what took place in the collision between Captain Lendy's force and the Matabele.

His Excellency has no doubt the British South Africa Company will be as anxious as he is himself to have this matter fully investigated, and he will be glad if Mr. Rhodes will, on his return, confer with him as to the best means of arriving at the facts.

I have, &c.
(Signed) GRAHAM BOWER,
Imperial Secretary.

To Secretary, British South Africa Company,
Cape Town.

Enclosure 2 in No. 6.

From SECRETARY, BRITISH SOUTH AFRICA COMPANY, Cape Town, to the IMPERIAL SECRETARY, Cape Town.

SIR,

Cape Town, December 2, 1893.

I HAVE the honour to acknowledge the receipt of your letter of the 29th ultimo, covering a Despatch which his Excellency the High Commissioner has received from the Secretary of State, relative to the collision which took place at Victoria between the forces under Captain Lendy and the Matabele.

The British South Africa Company are equally anxious to have the matter fully investigated, and upon Mr. Rhodes's return I will communicate his Excellency's wish to confer with him as to the best means of arriving at the facts; though I have little doubt that the results of such investigation will corroborate the information already reported by the Administrator upon the matter.

I have, &c.
(Signed) F. RUTHERFOORD HARRIS,
Secretary.

To the Imperial Secretary, Cape Town.

No. 7.

SIR H. B. LOCH to the MARQUESS OF RIPON.*
(Received January 8, 1894.)

[Answered by No. 8.]

MY LORD MARQUESS,

Government House, Cape Town,
December 15, 1893.

I HAVE the honour to acknowledge the receipt of your Lordship's Despatch of the 20th ultimo,‡ covering a copy of a letter published in the "Daily Chronicle," reflecting on the conduct of Captain Lendy.

* Reprinted from [C. 7290], pp. 34 and 39.

† No. 4.

‡ No. 5.

The charges made in this letter will be investigated as soon as the present hostilities are over, and it has occurred to me that either Mr. Newton, the Colonial Secretary of Bechuanaland, or Major Sawyer, my military secretary, might be entrusted with the inquiry.

In the meanwhile, and until the investigation takes place, I think it only right that charges against officers and men who are not in a position to defend themselves should be received with some reserve.

I have, &c.
(Signed) HENRY B. LOCH,
Governor and High Commissioner.

No. 8.

The MARQUESS OF RIPON to SIR H. B. LOCH.*

SIR,

Downing Street, February 15, 1894.

I HAVE the honour to acknowledge the receipt of your Despatch of the 15th December,† respecting the selection of an officer to inquire into the circumstances in which fire was opened on the Matabele impi when retiring from the vicinity of Fort Victoria on the 18th July last.

If the sole object of the proposed inquiry had been merely to inquire into the personal conduct of Captain Lendy, as the officer in command on that occasion, I should, on receiving the sad intelligence of his death, have considered it only proper to direct that the inquiry should not be proceeded with. But Dr. Jameson and the Directors of the British South Africa Company have taken upon themselves the full responsibility for the proceedings in this matter, and, consequently, as the orders given by Dr. Jameson on the occasion, and the action of the Company generally, would have formed principal subjects of investigation, and as, moreover, a promise has been given to Parliament that the inquiry would be held, I have, upon full consideration, come to the conclusion that it should still take place.

I am of opinion that the investigation of the circumstances will most fitly be entrusted to some officer of the necessary professional training, but wholly unconnected with the political aspects of the question. I would observe that in the instructions with which the officer selected will be furnished it will be pointed out, that, while ascertaining all the facts of the case, he should abstain from countenancing reflections on Captain Lendy's personal character.

I still have the question of the person who had best be selected to conduct the investigation under my consideration, and will telegraph you my decision.

I have, &c.
(Signed) RIPON.

No. 9.

SIR W. G. CAMERON to the MARQUESS OF RIPON.
(Received May 21, 1894.)

(Extract.)

Government House, Cape Town,
May 1, 1894.

I HAVE the honour to enclose, for your Lordship's information, with reference to previous correspondence, a copy of correspondence and other documents on the subject of the inquiry into the occurrences at Fort Victoria in July last.

* Reprinted from C.—7290, p. 85.

† No. 7.

Enclosure 1 in No. 9.

From SECRETARY, BRITISH SOUTH AFRICA COMPANY, Cape Town, to the IMPERIAL SECRETARY, Cape Town:

SIR, Cape Town, April 25, 1894.

REFERRING to your letter of the 14th instant, I beg to state that the British South Africa Company is of opinion that Victoria and Buluwayo would be convenient localities for the Commissioner to visit for the purpose of instituting inquiries into the occurrences at Victoria in July last, because at these two centres evidence would no doubt be more readily obtained than in other portions of the country.

The Company can have no objection to an investigation into the occurrences, and they trust that his Excellency the High Commissioner may be pleased to make provision for their being represented by Counsel or some other officer authorised to cross-examine witnesses who may be called to give evidence at the inquiry.

The Imperial Secretary,
Cape Town.

I have, &c.
(Signed) F. RUTHERFOORD HARRIS,
Secretary.

Enclosure 2 in No. 9.

From the IMPERIAL SECRETARY, Cape Town, to SECRETARY, BRITISH SOUTH AFRICA COMPANY, Cape Town.

(Extract.) Government House, Cape Town,
April 27, 1894.

With reference to previous correspondence relative to the incidents that took place at or near Fort Victoria in the month of July last, I am directed by his Excellency the High Commissioner to acquaint you that the Secretary of State has directed that Mr. Newton be appointed to hold the inquiry.

Enclosure 3 in No. 9.

From the IMPERIAL SECRETARY, Cape Town, to the SECRETARY, BRITISH SOUTH AFRICA COMPANY, Cape Town.

SIR,

Government House, Cape Town,
April 27, 1894.

I AM directed by his Excellency the High Commissioner to acknowledge the receipt of your letter of the 25th instant, relative to the localities at which the inquiry into the Victoria incident is to be held, and asking that the British South Africa Company may make provision for their being represented by Counsel or by some other officer.

His Excellency has no instructions relative to the representation of the British South Africa Company, but as he is satisfied that it is the desire of Her Majesty's Government to give every facility for eliciting the truth, he will take on himself the responsibility of instructing Mr. Newton to admit Counsel or some officer appointed by the British South Africa Company to cross-examine witnesses, &c.

The Secretary, British South Africa Company,
Cape Town.

I have, &c.
(Signed) GRAHAM BOWER,
Imperial Secretary.

Enclosure 4 in No. 9.

COMMISSION.

To FRANCIS JAMES NEWTON, Esq., C.M.G.

GREETING:

I, William Gordon Cameron, Knight Commander of the Most Honourable Order of the Bath, Senior Officer in command of Her Majesty's Troops in the Colony of the Cape of Good Hope, Administering the Government of the said Colony and the territories and dependencies thereof, Governor of the territory of British Bechuanaland,

and Her Majesty's High Commissioner, &c., &c., &c., confiding in your knowledge and ability, hereby nominate and appoint you as a Commissioner for and on behalf of Her Majesty's Government for the purpose of inquiring into and reporting upon the circumstances and occurrences which took place at or near Fort Victoria in Mashonaland in or about the month of July 1893, precedent to, and leading up to, the outbreak of hostilities in Mashonaland and Matabeleland, in which the forces enrolled by the British South Africa Company were engaged, with full power and authority for the above purposes to proceed to any portion of the territories defined by Her Majesty's Order in Council of May 9th, 1891, to hold sittings therein, and at the said sittings to take evidence touching the matters referred to, to reduce the same to writing and transmit the same, together with your written report thereon, under your seal, together with this Commission, to me, and to do all other matters and things necessary for, and incidental to, the above purposes, subject to all the provisions of my Proclamation of 30th day April 1894, and for all matters and things so done in the exercise of the powers hereunder conferred this Commission shall be sufficient authority.

Given under my hand and seal at Cape Town this 1st day of May 1894.

(Signed) W. G. CAMERON, General,
High Commissioner.

Enclosure 5 in No. 9.

FROM SECRETARY, BRITISH SOUTH AFRICA COMPANY, CAPE TOWN, TO THE IMPERIAL SECRETARY, CAPE TOWN.

SIR,

Cape Town, April 30, 1894.

I HAVE the honour to acknowledge the receipt of your letter of the 27th instant, relative to the inquiry to be held into the occurrences at Victoria in July last, and I beg to thank his Excellency the High Commissioner for making provision for the British South Africa Company to be represented at the inquiry by Counsel or some other officer to cross-examine witnesses, &c.

The Imperial Secretary,
Cape Town.

I have, &c.
(Signed) F. RUTHERFOORD HARRIS,
Secretary.

Enclosure 6 in No. 9.

FROM HIS EXCELLENCY THE HIGH COMMISSIONER, CAPE TOWN, TO F. J. NEWTON, ESQ., C.M.G.

Government House, Cape Town,
May 1, 1894.

SIR,

I HAVE the honour to enclose the following documents:—

1. A Proclamation constituting a Commission to inquire into events that took place at Fort Victoria in July last.
2. A Commission appointing you the Commissioner for the above purpose.
3. A Government notice notifying your appointment.

I enclose also copies of correspondence that has taken place on this subject. You will, on receipt of this Despatch, proceed to Matabeleland, and, after communicating with Dr. Jameson, arrange to hold inquiries at such places as you may think fit.

As it is of importance that you should not be any longer than is absolutely necessary, it will be convenient that you should travel by the post-cart whenever practicable.

In case you should find it desirable to do so, you have authority to requisition from the police now stationed at Matabeleland, any horses or waggons that you may require, and you will show this Despatch to Colonel Goold-Adams, as your authority for the requisition.

F. J. Newton, Esq., C.M.G.

I have, &c.
(Signed) W. G. CAMERON, General,
Administrator and High Commissioner.

Enclosure 7 in No. 9.

From His Excellency the HIGH COMMISSIONER, Cape Town, to His Honour the Administrator, Vryburg.

SIR,

Government House, Cape Town,

May 1, 1894.

I HAVE the honour to enclose, for your perusal, and for transmission to Mr. F. J. Newton, by the earliest opportunity, a letter addressed to him on the subject of the inquiry to be held into the events that took place at Fort Victoria in July last.

His Honour the Administrator,
Vryburg.

I have, &c.
(Signed) W. G. CAMERON, General,
Administrator and High Commissioner.

Enclosure 8 in No. 9.

PROCLAMATION by His Excellency General Sir WILLIAM GORDON CAMERON, Knight Commander of the Most Honourable Order of the Bath, Senior Officer in command of Her Majesty's Troops in the Colony of the Cape of Good Hope, Administering the Government of the said Colony, and the Territories and Dependencies thereof, Governor of the Territory of British Bechuanaland, and Her Majesty's High Commissioner, &c., &c., &c.

Whereas it is expedient that all necessary powers should be conferred upon a Commissioner to be appointed to inquire into and report upon the circumstances and occurrences at or near Fort Victoria in Mashonaland, in or about July 1893, precedent to the outbreak of hostilities in Mashonaland and Matabeleland.

Now, therefore, under and by virtue of the powers, jurisdictions and authorities vested in and conferred upon me, I do hereby proclaim, declare and make known as follows:—

1. A Commissioner shall be appointed with the powers herein-after referred to, to inquire into and report upon the circumstances and occurrences at or near Fort Victoria, in Mashonaland, in or about July 1893, precedent and leading up to the outbreak of hostilities in Mashonaland and Matabeleland: the said Commissioner shall be appointed by the High Commissioner, by notice in the "Government Gazette" of the Colony of the Cape of Good Hope.

2. For the above purposes, the Commissioner shall have power to hold sittings at such places within the territories comprised within the limits of Her Majesty's Order in Council of May 9th, 1891, as may be most suitable and convenient, and to issue subpoenas or summonses, calling upon any persons within the said territories to appear and give evidence before him concerning the subject matters of the said inquiry, at such places and at such time as may be mentioned in the said subpoenas or summonses, and all persons shall be bound and obliged to obey all summonses or orders under the Commissioner's hand.

3. The penalty for wilful default in complying with any such summons or order as aforesaid shall be by way of summary fine in any sum which the Commissioner may assess, or by way of summary attachment and imprisonment for contempt for any period not exceeding 12 months, or by way of both such fine and imprisonment.

4. For the purposes of the last preceding section the Commissioner shall be clothed with all powers conferred by the law of the Colony of the Cape of Good Hope upon the Supreme Court.

5. The powers and authorities conferred upon the Commissioner by this Proclamation shall be exercised, such inquiry as aforesaid shall be pursued, and such report as aforesaid shall be made, subject to such conditions and in accordance with such directions and instructions as may be defined by law, or by the terms of his commission.

6. All proceedings by or before the Commissioner shall be subject to such rules of procedure or practice as the Commissioner may lay down and prescribe: the said rules shall be as far as possible, and save as herein otherwise provided, not inconsistent with the laws of the Colony of the Cape of Good Hope.

7. The Commissioner shall have power to take the oral evidence of witnesses on oath, and to administer an oath for that purpose, but he may, at his discretion, admit affidavits and receive all such evidence, whether upon oath or not, as may appear to him best calculated to elucidate the truth in respect of the matters forming the subject of the

inquiry; provided that he shall record the manner in which all evidence taken or received by him is given, so that it shall appear from the record of the proceedings whether such is given orally, on oath, or otherwise.

8. All witnesses, whether testifying on oath or not, shall be liable for false testimony to prosecution before any court having jurisdiction, and on conviction to the punishment provided for the crime of perjury.

9. The Commissioner shall take down the oral evidence in writing, and shall attach to the said record all documents which may be put in and admitted by him, and shall transmit the record of the proceedings together with his written report thereon to the High Commissioner at the conclusion of the inquiry.

GOD SAVE THE QUEEN.

Given under my hand and seal this 30th day of April 1894.

(Signed) W. G. CAMERON, General,
High Commissioner.

By command of his Excellency the High Commissioner.

(Signed) GRAHAM BOWER,
Imperial Secretary.

No. 1, 1894.

Enclosure 9 in No. 9.

HIGH COMMISSIONER'S NOTICE.

No. 11, 1894.

His Excellency the High Commissioner has been pleased, in accordance with section 1 of his Proclamation of the 30th day of April 1894, to appoint Francis James Newton, Esquire, C.M.G., to be Commissioner under the said Proclamation.

By command of his Excellency the High Commissioner.

(Signed) GRAHAM BOWER,
Imperial Secretary.

Government House, Cape Town,
30th April 1894.

No. 10.

SIR W. G. CAMERON to the MARQUESS OF RIPON.
(Received June 2, 1894.)

(Extract.)

Government House, Cape Town,
May 16, 1894.

I HAVE the honour to enclose, for your Lordship's information, with reference to previous correspondence, a copy of telegraphic correspondence on the subject of the inquiry into the incidents at Victoria, Mashonaland.

Enclosure in No. 10.

TELEGRAM.

From His Excellency the HIGH COMMISSIONER, Cape Town, to His Honour the ADMINISTRATOR, Vryburg.

May 10.—Yours of 9th *re* Mr. Newton. Kindly telegraph to Mr. Newton and make it clear to him that his mission is merely to inquire into the events at Victoria that preceded the Matabele war in July last. He has nothing to do with the conduct of the Matabele war itself or other extraneous subjects. As he is proceeding to take evidence in anticipation of the receipt of his instructions, it is desirable that he should understand clearly that the inquiry is limited in character, and that he should not be led into an inquiry into all the various debateable subjects which have been discussed in newspapers, and on which the witnesses may feel strongly.

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LVII 6
SOUTH AFRICA.

PAPERS

RELATING TO THE

ADMINISTRATION OF MATABELELAND AND MASHONALAND.

Presented to both Houses of Parliament by Command of Her Majesty.
May, 1894.



LONDON:

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1894.

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CONTENTS.

Serial No	From or to whom.	Date.	Page.
1	Charter of the British South Africa Company	December 19, 1889	3
2	Order in Council	May 9, 1891	9
3	Memorandum of Settlement	May 23, 1894	11
4	The Marquess of Ripon to the Acting High Commissioner (Sir W. G. Cameron).	May 24, 1894	14

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PAPERS

RELATING TO THE

ADMINISTRATION OF MATABELELAND
AND MASHONALAND.

No. 1.

CHARTER of the BRITISH SOUTH AFRICA COMPANY.

VICTORIA, by the Grace of God, of the United Kingdom of Great Britain and Ireland
Queen, Defender of the Faith.

To all to whom these presents shall come, Greeting.

WHEREAS a Humble Petition has been presented to Us in our Council by the Most
Noble James Duke of Abercorn, Companion of the Most Honourable Order of the Bath ;
the Most Noble Alexander William George Duke of Fife, Knight of the Most Ancient
and Most Noble Order of the Thistle, Privy Councillor; the Right Honourable Edric
Frederick Lord Gifford, V.C.; Cecil John Rhodes, of Kimberley, in the Cape Colony,
Member of the Executive Council and of the House of Assembly of the Colony of the
Cape of Good Hope; Alfred Beit, of 29, Holborn Viaduct, London, Merchant; Albert
Henry George Grey, of Howick, Northumberland, Esquire; and George Cawston, of
18, Lennox Gardens, London, Esquire, Barrister-at-Law.

And whereas the said Petition states amongst other things :—

That the Petitioners and others are associated for the purpose of forming a Company
or Association, to be incorporated, if to Us should seem fit, for the objects in the
said Petition set forth, under the corporate name of The British South Africa
Company.

That the existence of a powerful British Company, controlled by those of Our subjects
in whom We have confidence, and having its principal field of operations in that
region of South Africa lying to the north of Bechuanaland and to the west of
Portuguese East Africa, would be advantageous to the commercial and other
interests of Our subjects in the United Kingdom and in Our Colonies.

That the Petitioners desire to carry into effect divers concessions and agreements
which have been made by certain of the chiefs and tribes inhabiting the said region,
and such other concessions agreements grants and treaties as the Petitioners may
hereafter obtain within the said region or elsewhere in Africa, with the view of
promoting trade commerce civilization and good government (including the
regulation of liquor traffic with the natives) in the territories which are or may be
comprised or referred to in such concessions agreements grants and treaties as
aforesaid.

That the Petitioners believe that if the said concessions agreements grants and treaties
can be carried into effect, the condition of the natives inhabiting the said territories
will be materially improved and their civilization advanced, and an organization
established which will tend to the suppression of the slave trade in the said territories,
and to the opening up of the said territories to the immigration of Europeans, and to
the lawful trade and commerce of Our subjects and of other nations.

That the success of the enterprise in which the Petitioners are engaged would be greatly
advanced if it should seem fit to Us to grant them Our Royal Charter of incorporation
as a British Company under the said name or title, or such other name or title, and
with such powers, as to Us may seem fit for the purpose of more effectually carrying
into effect the objects aforesaid.

That large sums of money have been subscribed for the purposes of the intended Company by the Petitioners and others, who are prepared also to subscribe or to procure such further sums as may hereafter be found requisite for the development of the said enterprise, in the event of Our being pleased to grant to them Our Royal Charter of incorporation as aforesaid.

Now therefore We, having taken the said Petition into Our Royal consideration in Our Council and being satisfied that the intentions of the Petitioners are praiseworthy and deserve encouragement and that the enterprise in the Petition described may be productive of the benefits set forth therein, by Our Prerogative Royal and of Our especial grace certain knowledge and mere motion, have constituted erected and incorporated under this Our Charter for Us and Our Heirs and Royal successors do constitute erect incorporate into one body politic and corporate by the name of The British South Africa Company, the said James Duke of Abercorn, Alexander William George Duke of Fife, Edric Frederick Lord Gifford, Cecil John Rhodes, Alfred Beit, Albert Henry Grey, Grey and George Cawston, and such other persons and such bodies as from time to time become and are members of the body politic and corporate by these presents constituted erected and incorporated, with perpetual succession and a common seal, with power to break alter or renew the same at discretion and with the further authorities powers and privileges conferred, and subject to the conditions imposed by this Our Charter: And We do hereby accordingly will ordain give grant constitute appoint and declare as follows (that is to say):—

1. The principal field of the operations of the British South Africa Company (in this Our Charter referred to as "the Company") shall be the region of South Africa lying immediately to the north of British Bechuanaland and to the north and west of the South African Republic and to the west of the Portuguese Dominions.

2. The Company is hereby authorised and empowered to hold, use and retain for the purposes of the Company and on the terms of this Our Charter, the full benefit of the concessions and agreements made as aforesaid, so far as they are valid, or any of them and all interest, authorities and powers comprised or referred to in the said concessions and agreements. Provided always that nothing herein contained shall prejudice or affect any other valid and subsisting concessions or agreements which may have been made by any of the chiefs or tribes aforesaid, and in particular nothing herein contained shall prejudice or affect certain concessions granted in and subsequent to the year 1881 relating to the territory usually known as the district of the Tati; nor shall anything herein contained be construed as giving any jurisdiction, administrative or otherwise within the said district of the Tati, the limits of which district are as follows, viz., from the place where the Shasi River rises to its junction with the Tati and Ramagat Rivers, thence along the Ramagat River to where it rises and thence along the watershed of those Rivers.

3. The Company is hereby further authorized and empowered, subject to the approval of one of Our Principal Secretaries of State (herein referred to as "Our Secretary of State") from time to time, to acquire by any concession agreement grant or treaty, all or any rights interests authorities jurisdictions and powers of any kind or nature whatever, including powers necessary for the purposes of government and the preservation of public order in or for the protection of territories, lands, or property comprised or referred to in the concessions and agreements made as aforesaid or affecting other territories, lands, or property in Africa, or the inhabitants thereof, and to hold, use and exercise such territories, lands, property, rights, interests, authorities, jurisdictions and powers respectively for the purpose of the Company, and on the terms of this Our Charter.

4. Provided that no powers of government or administration shall be exercised under or in relation to any such last-mentioned concession agreement grant or treaty, until a copy of such concession agreement grant or treaty, in such form and with such maps or partitions as Our Secretary of State approves verified as he requires, has been transmitted to him and he has signified his approval thereof either absolutely or subject to any conditions or reservations; and provided also that no rights, interests, authorities, jurisdictions or powers of any description shall be acquired by the Company within the said district of the Tati as herein-before described, without the previous consent in writing of the owner for the time being of the concessions above referred to relating to the said district, and the approval of Our Secretary of State.

5. The Company shall be bound by and shall fulfil all and singular the stipulations of its part contained in any such concession agreement grant or treaty as aforesaid, subject

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to any subsequent agreement affecting those stipulations approved by Our Secretary of State.

6. The Company shall always be and remain British in character and domicile, and shall have its principal office in Great Britain, and the Company's principal representative in South Africa and the Directors shall always be natural born British subjects, or persons who have been naturalized as British subjects by or under an Act of Parliament of Our United Kingdom; but this Article shall not disqualify any person nominated a Director by this Our Charter, or any person whose Election as a Director shall have been approved by Our Secretary of State, from acting in that capacity.

7. In case at any time any difference arises between any chief or tribe inhabiting any of the territories aforesaid and the Company, that difference shall, if Our Secretary of State so require, be submitted by the Company to him for his decision, and the Company shall act in accordance with such decision.

8. If at any time Our Secretary of State thinks fit to dissent from or object to any of the dealings of the Company with any foreign power and to make known to the Company any suggestion founded on that dissent or objection, the Company shall act in accordance with such suggestion.

9. If at any time Our Secretary of State thinks fit to object to the exercise by the Company of any authority, power, or right within any part of the territories aforesaid, on the ground of there being an adverse claim to or in respect of that part, the Company shall defer to that objection until such time as any such claim has been withdrawn or finally dealt with or settled by Our Secretary of State.

10. The Company shall to the best of its ability preserve peace and order in such ways and manners as it shall consider necessary, and may with that object make ordinances (to be approved by Our Secretary of State) and may establish and maintain a force of police.

11. The Company shall to the best of its ability discourage and, so far as may be practicable, abolish by degrees, any system of slave trade or domestic servitude in the territories aforesaid.

12. The Company shall regulate the traffic in spirits and other intoxicating liquors within the territories aforesaid, so as, as far as practicable, to prevent the sale of any spirits or other intoxicating liquor to any natives.

13. The Company as such, or its officers as such, shall not in any way interfere with the religion of any class or tribe of the peoples of the territories aforesaid or of any of the inhabitants thereof, except so far as may be necessary in the interests of humanity, and all forms of religious worship or religious ordinances may be exercised within the said territories and no hindrance shall be offered thereto except as aforesaid.

14. In the administration of justice to the said peoples or inhabitants, careful regard shall always be had to the customs and laws of the class or tribe or nation to which the parties respectively belong, especially with respect to the holding, possession, transfer and disposition of lands and goods and testate or intestate succession thereto, and marriage divorce and legitimacy and other rights of property and personal rights, but subject to any British laws which may be in force in any of the territories aforesaid, and applicable to the peoples or inhabitants thereof.

15. If at any time Our Secretary of State thinks fit to dissent from or object to any part of the proceedings or system of the Company relative to the peoples of the territories aforesaid or to any of the inhabitants thereof, in respect of slavery or religion or the administration of justice, or any other matter, he shall make known to the Company his dissent or objection, and the Company shall act in accordance with his directions duly signified.

16. In the event of the Company acquiring any harbour or harbours, the Company shall freely afford all facilities for or to Our ships therein without payment, except reasonable charges for work done or services rendered or materials or things supplied.

17. The Company shall furnish annually to Our Secretary of State, as soon as conveniently may be after the close of the financial year, accounts of its expenditure for administrative purposes, and of all sums received by it by way of public revenue, as distinguished from its commercial profits, during the financial year, together with a report as to its public proceedings and the condition of the territories within the sphere of its operations. The Company shall also on or before the commencement of each financial year furnish to Our Secretary of State an estimate of its expenditure for administrative purposes, and of its public revenue (as above defined) for the ensuing year. The Company shall in addition from time to time furnish to Our Secretary of State any reports, accounts or information with which he may require to be furnished.

18. The several officers of the Company shall, subject to the rules of official subordination, and to any regulations that may be agreed upon, communicate freely with Our High Commissioner in South Africa, and any others Our officers, who may be stationed within any of the territories aforesaid, and shall pay due regard to any requirements, suggestions or requests which the said High Commissioner or other officers shall make to them or any of them, and the Company shall be bound to enforce the observance of this article.

19. The Company may hoist and use on its buildings and elsewhere in the territories aforesaid, and on its vessels, such distinctive flag indicating the British character of the Company as Our Secretary of State and the Lords Commissioners of the Admiralty shall from time to time approve.

20. Nothing in this our Charter shall be deemed to authorize the Company to set up or grant any monopoly of trade; provided that the establishment of or the grant of concessions for banks, railways, tramways, docks, telegraphs, waterworks, or other similar undertakings or the establishment of any system of patent or copyright approved by Our Secretary of State, shall not be deemed monopolies for this purpose. The Company shall not either directly or indirectly hinder any Company or persons who now are, or hereafter may be, lawfully and peaceably carrying on any business, concern, or venture within the said District of the Tati herein-before described, but shall by permitting and facilitating transit by every lawful means to and from the District of the Tati, across its own territories or where it has jurisdiction in that behalf, and by all other reasonable and lawful means, encourage, assist and protect all British subjects who now are, or hereafter may be, lawfully and peaceably engaged in the prosecution of a lawful enterprise within the said District of the Tati.

21. For the preservation of elephants and other game, the Company may make such regulations and (notwithstanding anything herein-before contained) may impose such licence duties on the killing or taking of elephants or other game as they may see fit: Provided that nothing in such regulations shall extend to diminish or interfere with any hunting rights which may have been or may hereafter be reserved to any native chiefs or tribes by treaty, save so far as any such regulations may relate to the establishment and enforcement of a close season.

22. The Company shall be subject to and shall perform and undertake all the obligations contained in or undertaken by Ourselves under any treaty agreement or arrangement between Ourselves and any other State or Power whether already made or hereafter to be made. In all matters relating to the observance of this Article, or to the exercise within the Company's territories for the time being of any jurisdiction exerciseable by Us under the Foreign Jurisdiction Acts, the Company shall conform to and observe and carry out all such directions as may from time to time be given in that behalf by Our Secretary of State, and the Company shall appoint all necessary officers to perform such duties, and shall provide such Courts and other requisites as may from time to time be necessary for the administration of justice.

23. The original share capital of the Company shall be £1,000,000 divided into 1,000,000 shares of £1 each.

24. The Company is hereby further specially authorized and empowered for the purposes of this Our Charter from time to time—

- (i) To issue shares of different classes or descriptions, to increase the share capital of the Company, and to borrow moneys by debentures or other obligations.
- (ii) To acquire and hold, and to charter or otherwise deal with steam vessels and other vessels.
- (iii) To establish or authorize banking companies and other companies, and undertakings or associations of every description, for purposes consistent with the provisions of this Our Charter.
- (iv) To make and maintain roads railways telegraphs harbours and any other works which may tend to the development or improvement of the territories of the Company.
- (v) To carry on mining and other industries, and to make concessions of mining forestal or other rights.
- (vi) To improve develop clear plant irrigate and cultivate any lands included within the territories of the Company.
- (vii) To settle any such territories and lands as aforesaid, and to aid and promote immigration.

(viii) To grant lands for terms of years or in perpetuity, and either absolutely, or by way of mortgage or otherwise.

(ix) To make loans or contributions of money or money's worth, for promoting any of the objects of the Company.

(x) To acquire and hold personal property.

(xi) To acquire and hold (without licence in mortmain or other authority than this Our Charter) lands in the United Kingdom, not exceeding five acres in all at any one time for the purposes of the offices and business of the Company, and (subject to any local law) lands in any of Our Colonies or Possessions and elsewhere convenient for carrying on the management of the affairs of the Company, and to dispose from time to time of any such lands when not required for that purpose.

(xii) To carry on any lawful commerce, trade, pursuit, business, operations, or dealing whatsoever in connection with the objects of the Company.

(xiii) To establish and maintain agencies in Our Colonies and Possessions, and elsewhere.

(xiv) To sue and be sued by the Company's name of incorporation, as well in Our Courts in Our United Kingdom, or in Our Courts in Our Colonies or Possessions, or in Our Courts in Foreign countries or elsewhere.

(xv) To do all lawful things incidental or conducive to the exercise or enjoyment of the rights, interests, authorities and powers of the Company in this Our Charter expressed or referred to, or any of them.

25. Within one year after the date of this Our Charter, or such extended period as may be certified by Our Secretary of State, there shall be executed by the Members of the Company for the time being a Deed of Settlement, providing so far as necessary for—

(i) The further definition of the objects and purposes of the Company.

(ii) The classes or descriptions of shares into which the capital of the Company is divided, and the calls to be made in respect thereof, and the terms and conditions of membership of the Company.

(iii) The division and distribution of profits.

(iv) General Meetings of the Company; the appointment by Our Secretary of State (if so required by him) of an Official Director, and the number qualification appointment remuneration rotation removal and powers of Directors of the Company and of other officers of the Company.

(v) The registration of Members of the Company, and the transfer of shares in the capital of the Company.

(vi) The preparation of annual accounts to be submitted to the Members at a General Meeting.

(vii) The audit of those accounts by independent auditors.

(viii) The making of byelaws.

(ix) The making and using of official seals of the Company.

(x) The constitution and regulation of Committees or Local Boards of Management.

(xi) The making and execution of supplementary deeds of settlement.

(xii) The winding up (in case of need) of the Company's affairs.

(xiii) The government and regulation of the Company and of its affairs.

(xiv) Any other matters usual or proper to be provided for in respect of a chartered Company.

26. The Deed of Settlement shall, before the execution thereof, be submitted to and approved by the Lords of Our Council, and a certificate of their approval thereof, signed by the Clerk of Our Council, shall be endorsed on this Our Charter and be conclusive evidence of such approval, and on the Deed of Settlement, and such Deed of Settlement shall take effect from the date of such approval, and shall be binding upon the Company, its members, officers and servants, and for all other purposes whatsoever.

27. The provisions of the Deed of Settlement or of any supplementary Deed for the time being in force, may be from time to time repealed, varied or added to by a supplementary Deed, made and executed in such manner as the Deed of Settlement prescribes. Provided that the provisions of any such Deed relative to the official Director shall not be repealed, varied or added to without the express approval of Our Secretary of State.

28. The Members of the Company shall be individually liable for the debts contracts engagements and liabilities of the Company to the extent only of the amount, if any, for the time being unpaid on the shares held by them respectively.

29. Until such Deed of Settlement as aforesaid takes effect the said James Duke of Abercorn shall be the President; the said Alexander William George Duke of Fife, shall be Vice-President; and the said Edric Frederick Lord Gifford, Cecil John Rhodes,

Alfred Beit, Albert Henry George Grey, and George Cawston, shall be the Directors of the Company ; and may on behalf of the Company do all things necessary or proper to be done under this Our Charter by or on behalf of the Company : Provided always that notwithstanding anything contained in the Deed of Settlement of the Company, the said James Duke of Abercorn, Alexander William George Duke of Fife, and Albert Henry George Grey, shall not be subject to retire from office in accordance with its provisions but shall be and remain Directors of the Company until death, incapacity to act, or resignation, as the case may be.

30. And We do further will ordain and declare that this Our Charter shall be acknowledged by Our Governors and Our naval and military officers and Our consuls, and Our other officers in Our Colonies and possessions, and on the high seas, and elsewhere, and they shall severally give full force and effect to this Our Charter, and shall recognise and be in all things aiding to the Company and its officers.

31. And We do further will, ordain and declare that this Our Charter shall be taken construed and adjudged in the most favourable and beneficial sense for, and to the best advantage of the Company as well in Our Courts in Our United Kingdom, and in Our Courts in Our Colonies or possessions, and in Our Courts in foreign countries or elsewhere, notwithstanding that there may appear to be in this Our Charter any non-recital, mis-recital, uncertainty or imperfection.

32. And We do further will, ordain and declare that this Our Charter shall subsist and continue valid, notwithstanding any lawful change in the name of the Company or in the Deed of Settlement thereof, such change being made with the previous approval of Our Secretary of State signified under his hand.

33. And We do further will, ordain and declare that it shall be lawful for Us Our heirs and successors and We do hereby expressly reserve to Ourselves Our heirs and successors the right and power by writing under the Great Seal of the United Kingdom at the end of 25 years from the date of this Our Charter, and at the end of every succeeding period of ten years, to add to alter or repeal any of the provisions of this Our Charter or to enact other provisions in substitution for or in addition to any of its existing provisions. Provided that the right and power thus reserved shall be exercised only in relation to so much of this Our Charter as relates to administrative and public matters. And We do further expressly reserve to Ourselves Our heirs and successors the right to take over any buildings or works belonging to the Company and used exclusively or mainly for administrative or public purposes, on payment to the Company of such reasonable compensation as may be agreed, or as failing agreement may be settled by the Commissioners of Our Treasury. And We do further appoint, direct and declare that any such writing under the said Great Seal shall have full effect and be binding upon the Company, its members, officers and servants, and all other persons, and shall be of the same force effect and validity as if its provisions had been part of and contained in these presents.

34. Provided always and We do further declare that nothing in this Our Charter shall be deemed or taken in anywise to limit or restrict the exercise of any of Our rights or powers with reference to the protection of any territories or with reference to the government thereof should we see fit to include the same within Our dominions.

35. And We do lastly will, ordain and declare without prejudice to any power to repeal this Our Charter by law belonging to Us Our heirs and successors, or to any of Our courts ministers or officers independently of this present declaration and reservation, that in case at any time it is made to appear to us in Our Council that the Company has substantially failed to observe and conform to the provisions of this Our Charter, or that the Company is not exercising its powers under the concessions, agreements, grants and treaties aforesaid, so as to advance the interests which the petitioners have represented to Us to be likely to be advanced by the grant of this Our Charter, it shall be lawful for us Our heirs and successors, and we do hereby expressly reserve and take to ourselves Our heirs and successors the right and power by writing under the Great Seal of Our United Kingdom to revoke this Our Charter, and to revoke and annul the privileges, powers, and rights hereby granted to the Company.

In Witness whereof We have caused these Our letters to be made patent.

Witness Ourself at *Westminster*, the twenty-ninth day of *October* in the fifty-third year of our reign.

By warrant under the Queen's Sign Manual.

(L.S.) MUIR MACKENZIE,

No. 2.

ORDER IN COUNCIL OF 9TH MAY 1891.

AT THE COURT AT WINDSOR,

The 9th day of May, 1891.

PRESENT,

THE QUEEN'S MOST EXCELLENT MAJESTY.

LORD PRESIDENT

LORD STEWARD

EARL OF COVENTRY.

WHEREAS the territories of South Africa situate within the limits of this Order, as herein-after described, are under the protection of Her Majesty the Queen :

And whereas by treaty, grant, usage, sufferance, and other lawful means Her Majesty has power and jurisdiction in the said territories :

NOW THEREFORE Her Majesty, by virtue and in exercise of the powers by the Foreign Jurisdiction Act, 1890, or otherwise in Her Majesty vested, is pleased by and with the advice of Her Privy Council to order, and it is hereby ordered, as follows :—

I. The limits of this Order are :—the parts of South Africa bounded by British Bechuanaland, the German Protectorate, the Rivers Chobe and Zambesi, the Portuguese Possessions, and the South African Republic.

II. The High Commissioner may on Her Majesty's behalf exercise all powers and jurisdiction which Her Majesty, at any time before or after the date of this Order, had or may have within the limits of this Order, and to that end may take or cause to be taken all such measures, and may do or cause to be done all such matters and things within the limits of this Order as are lawful, and as in the interest of Her Majesty's service he may think expedient, subject to such instructions as he may from time to time receive from Her Majesty or through a Secretary of State.

III. The High Commissioner may appoint so many fit persons as in the interest of Her Majesty's Service he may think necessary to be Deputy Commissioners, or Resident Commissioners, or Assistant Commissioners, or Judges, Magistrates, or other officers, and may define from time to time the districts within which such officers shall respectively discharge their functions.

Every such officer may exercise such powers and authorities as the High Commissioner may assign to him, subject nevertheless to such directions and instructions as the High Commissioner may from time to time think fit to give him. The appointment of such officers shall not abridge, alter, or affect the right of the High Commissioner to execute and discharge all the powers and authorities hereby conferred upon him.

The High Commissioner may remove any officer so appointed.

IV. In the exercise of the powers and authorities hereby conferred upon him, the High Commissioner may, amongst other things, from time to time by Proclamation provide for the administration of justice, the raising of revenue, and generally for the peace, order, and good government of all persons within the limits of this Order, including the prohibition and punishment of acts tending to disturb the public peace.

The High Commissioner in issuing such Proclamations shall respect any native laws or customs by which the civil relations of any native Chiefs, tribes, or populations under Her Majesty's protection are now regulated, except so far as the same may be incompatible with the due exercise of Her Majesty's power and jurisdiction.

V. Every Proclamation of the High Commissioner shall be published in the Gazette, and shall, from and after the expiration of one month from the commencement of such

publication, and thereafter until disallowed by Her Majesty or repealed or modified by any subsequent Proclamation, have effect as if contained in this Order.

VI. Her Majesty may disallow any such Proclamation wholly or in part, and may signify such disallowance through a Secretary of State, and upon such disallowance being publicly notified by the High Commissioner in the Gazette the provisions so disallowed shall, one month after such publication, cease to have effect, but without prejudice to anything theretofore lawfully done thereunder.

VII. The Courts of British Bechuanaland shall have in respect of matters occurring within the limits of this Order the same jurisdiction, civil and criminal, original and appellate, as they respectively possess from time to time in respect of matters occurring within British Bechuanaland, and the judgments, decrees, orders, and sentences of any such Court made or given in the exercise of the jurisdiction hereby conferred may be enforced and executed, and appeals therefrom may be had and prosecuted in the same way as if the judgment, decree, order, or sentence had been made or given under the ordinary jurisdiction of the Court.

But the jurisdiction hereby conferred shall only be exercised by such Courts, and in such manner and to such extent, as the Governor of British Bechuanaland shall by proclamation from time to time direct.

VIII. Subject to any Proclamation made under this Order any jurisdiction exerciseable otherwise than under this Order, whether by virtue of any Statute or Order in Council, or of any Treaty, or otherwise, and whether exerciseable by Her Majesty, or by any person on Her behalf, or by any Colonial or other Court, or under any Commission, or under any Charter granted by Her Majesty, shall remain in full force.

IX. Judicial notice shall be taken of this Order, and of the commencement thereof, and of any Proclamation made under this Order, and published in the Gazette, and of any Treaties affecting the territories within the limits of this Order, and published in the Gazette, or contained in papers presented to both Houses of Parliament by command of Her Majesty.

X. This Order shall be published in the Gazette, and shall thereupon commence and come into operation; and the High Commissioner shall give directions for the publication of this Order at such places, and in such manner, and for such time or times as he thinks proper for giving due publicity thereto within the limits of this Order.

XI. The Orders in Council of the 27th day of January 1885, for the establishment of Civil and Criminal Jurisdiction in Bechuanaland, and of the 30th day of June 1890, providing for the exercise of Her Majesty's Jurisdiction in certain Territories in South Africa, shall continue in force until the commencement of this Order and be thereupon revoked, but without prejudice to anything lawfully done thereunder, and any Proclamation theretofore issued under the said Orders shall continue in operation until repealed or altered by any Proclamation of the High Commissioner under this Order.

XII. Her Majesty may from time to time revoke, alter, add to, or amend this Order.

XIII. In this Order, unless the subject or context otherwise requires,—

“Her Majesty” includes Her Majesty's heirs and successors.

“Secretary of State” means one of Her Majesty's Principal Secretaries of State.

“High Commissioner” means Her Majesty's High Commissioner for the time being for South Africa.

“Treaty” includes any existing or future Treaty, Convention, or Agreement between Her Majesty and any civilized Power, or any native tribe, people, Chief, or King, and any Regulation appended to any such Treaty, Convention, or Agreement.

“Gazette” means any official Gazette published by authority of the High Commissioner, and until such Gazette is instituted, means the Cape of Good Hope Government Gazette.

C. L. PEEL.

An Agreement

BETWEEN

HER MAJESTY'S GOVERNMENT and the BRITISH SOUTH AFRICA COMPANY relative to MATABELELAND and MASHONALAND.

Clause 1. The territories referred to in this Memorandum are those parts of South Africa bounded by British Bechuanaland, the German Protectorate, the Rivers Chobe and Zambesi, the Portuguese Possessions, and the South African Republic, within which the British South Africa Company, in this Memorandum referred to as "the Company," carries on operations under and by virtue of Her Majesty's Charter of October 29th, 1889: save and except the territories defined in the third section of the Proclamation of the High Commissioner of September 27th, 1892, and known as the Bechuanaland Protectorate.

Clause 2. The Administration of the Government of the said territories shall be conducted by the Company in accordance with its Charter, and under an Administrator and a Council of four members composed of a Judge and three other members. Any two members shall form a quorum.

Clause 3. The Administrator shall be appointed by the Company with the approval of the Secretary of State, and may be removed either by the Secretary of State or by the Company with the approval of the Secretary of State. He shall, unless sooner removed, hold his office for a term of three years, and after the end of that term shall continue to hold his office until his successor is appointed. An Administrator whose term of office has expired may be re-appointed. The Company may appoint an Acting Administrator, of whom the Secretary of State approves, to act as Administrator during the absence on leave or incapacitating illness of the Administrator. When there is no Administrator or Acting Administrator present in the said territories and capable of acting, the duties and powers of the Administrator shall devolve on the Judge.

Clause 4. The Judge shall be appointed by the Company with the approval of the Secretary of State, and may be removed only by the Secretary of State. He shall be a member of the Council *ex officio*.

Clause 5. The members of the Council, other than the Judge, shall be appointed by the Company with the approval of the Secretary of State, and may be removed by the Company. On the expiration of two years from the first appointment of members, and on the expiration of every succeeding period of two years, one member of the Council shall retire from office. The first two members to retire shall be determined by agreement, or, in default of agreement, by lot. Subsequently, the member shall retire who shall have been longest in office without re-appointment. A retiring member may be re-appointed, and shall hold his office until the appointment of his successor.

Clause 6. When the Administrator or the Judge or other member of the Council resigns, is removed, or dies, the Company shall, within nine months of his resignation, removal, or death, appoint a successor of whom the Secretary of State approves, and if they fail to do so the appointment may be made by the Secretary of State. A member of the Council (other than the Judge) appointed under this clause shall hold

office so long only as the person in whose stead he is appointed would have been entitled to hold office.

Clause 7. The salaries of the Administrator and of the Judge shall be paid by the Company; the salaries shall be fixed by the Company, with the approval of the Secretary of State, and shall not be increased or diminished save with his approval.

Clause 8. The Administrator shall, as representative of the Company, administer the government of the said territories, but shall take the advice of his Council on all questions of importance affecting the government of the said territories. If in cases of emergency it shall be impracticable to assemble a quorum, the Administrator may take action alone, but he shall report such action to the Council at its next meeting.

Clause 9. If the Administrator dissents from the opinion of the Council, or the majority of the Council, he may overrule their opinion; but in such case he shall report the matter forthwith to the Company, with the reasons for his action, and in every such case any member of the Council who dissents may require that the reasons for his dissent shall be recorded and transmitted to the Company. The Company may rescind the decision of the Administrator, whether made with or without or against the advice of the Council.

Clause 10. It shall be lawful for the Administrator, with the concurrence of at least two members of the Council, and with the approval of the High Commissioner, to frame and issue Regulations; and every such Regulation, after it has received the approval of the High Commissioner, shall on its promulgation have the force of law. Provided that either the Secretary of State or the Company may veto any such Regulation at any time within twelve months of the date of approval by the High Commissioner. In case of the exercise of such veto, the Regulation shall be of no force and effect save as to any act done, right acquired, or liability incurred thereunder before the exercise of the said veto has been communicated to the Administrator and public notice of the same has been given by him.

Clause 11. A Regulation approved and promulgated as aforesaid may suspend any provision of any Ordinance of the Company which shall be specified therein, but every such Regulation shall itself be subject to repeal or amendment by Ordinance of the Company.

Clause 12. Neither the Company nor the Administrator in Council can by Ordinance, or Regulation, or otherwise, amend or repeal any Order made by Her Majesty in Council, nor, except with the previous consent of the High Commissioner, any Proclamation issued by such High Commissioner under the authority of an Order made by Her Majesty in Council.

Where an Ordinance of the Company, or Regulation of the Administrator in Council, is in any respect repugnant to the provisions of an Order made by Her Majesty in Council, or, except in the case of previous consent above specified, of a Proclamation issued by the High Commissioner under such an Order, it shall be read subject to such Order or Proclamation, and shall, to the extent of such repugnancy, but not otherwise, be and remain absolutely void and inoperative.

Clause 13. The power of making Ordinances, granted to the Company under clause 10 of its Charter, shall be deemed to include the power of imposing by such Ordinances all such taxes as may be necessary for the order and good government of the said territories and for the raising of revenue therein, and also the right to impose and to collect Customs duties.

Clause 14. The Company may by Ordinance empower, or the Administrator in Council may by Regulation empower, any local municipal body or other local authority

to levy municipal rates and taxes, and to prescribe and enforce moderate money penalties for breach of local regulations.

Clause 15. The Judge shall have jurisdiction over all causes, both civil and criminal, and shall hold courts at such places as may be from time to time prescribed by Proclamation of the High Commissioner or by Ordinance of the Company. The procedure, rules, and regulations of the said courts shall be the same, as far as is applicable, as the procedure, rules, and regulations of the Supreme Court of the Cape Colony. If and when the Parliament of the Cape Colony shall express its assent thereto, Her Majesty's Government will advise the issue of an Order in Council under the Foreign Jurisdiction Act, 1890, providing that appeals from the decision of the Judge shall lie to the said Supreme Court.

Clause 16. The said territories shall be divided by the Company into magisterial districts. There shall be an appeal in all civil and criminal cases from the decision of the magistrate of any district to the Judge upon the same terms and conditions, and subject to the limitations, rules, and regulations, as far as possible, which regulate appeals in the Cape Colony; and all criminal cases that would, if the same had been tried by a Resident Magistrate in the said Colony, be liable to review by a Judge of the Supreme Court shall be liable to review by the Judge.

Clause 17. All civil and criminal cases, whether between native and native, or between native and non-native, or between non-native and non-native, shall be cognisable by the courts of the Judge and magistrates within the respective jurisdictions assigned to such courts.

Clause 18. In civil cases between native and native the said courts shall decide the said cases in accordance with native law, in so far as the said law is not repugnant to principles of morality, or to any law or ordinance in force in the said territories; provided that in any suit in which the effect or consequence of any marriage contracted according to native law or custom shall be involved, any such marriage contracted by a native in the lifetime of one or more other wives of the said native, married to him according to the said law or custom, may be recognised and regarded as in all civil respects and for all civil purposes a valid marriage, in so far as such polygamous marriages are recognised by the said native law or custom. In all civil cases between natives, any magistrate or the Judge may call to his assistance two native assessors to advise him upon native law and customs, but the decision of the case shall be vested in the magistrate or Judge alone. Subject as aforesaid, the same procedure shall, as far as possible, be observed as though the said cases had been tried in the Cape Colony.

Clause 19. All criminal cases, whether between native and native, or between native and non-native, or between non-native and non-native, shall be dealt with in accordance with the laws applicable to non-natives, and the same procedure, as far as possible, shall be observed as though the said cases had been tried in the Cape Colony.

Clause 20. The magistrates shall be appointed by the Company with the approval of the High Commissioner, and shall thereupon enter on office, but the appointment shall be subject to confirmation by the Secretary of State. The magistrates may be removed either by the Secretary of State, or by the Company with the approval of the Secretary of State.

Clause 21. The High Commissioner may suspend the Judge or any magistrate from office for misconduct, but shall immediately report to the Secretary of State the grounds of such suspension. The Secretary of State may either confirm or disallow the suspension.

Clause 22. Fines levied upon native chiefs or tribes for misconduct or rebellion may only be imposed by the Administrator in Council, and every such case shall be forthwith reported to the High Commissioner.

Clause 23. Natives shall not be subjected to any exceptional legislation save as regards liquor, arms, and ammunition and as regards the title to and occupation of land as herein-after referred to in clause 27 and as regards any other matter which the Administrator in Council may, with the approval of the High Commissioner and the assent of the Secretary of State, subsequently by Regulation define; provided that nothing herein contained shall prevent a hut tax being imposed by legislative authority in respect of the occupation of huts by natives.

Clause 24. A Commission shall be appointed to deal with all questions as to native settlements in the portion of the said territories termed Matabeleland. It shall be called the "Land Commission," and shall be composed of three persons, namely, the Judge, one member appointed by the Secretary of State, and one member appointed by the Company.

Clause 25. Any decision of the Land Commission shall, on sufficient cause being shown to the satisfaction of the Secretary of State, be subject to revision by him, if within twelve months from the date of the award being received by him he shall give notice of his intention to proceed to such revision.

Clause 26. The Land Commission shall continue for such time as may be approved by the Secretary of State after consultation with the Company; after which time all the powers and duties of the said Commission shall become and be vested in the Judge alone.

Clause 27. The Land Commission shall, as regards the portion of the said territories termed Matabeleland, assign to the natives now inhabiting the said portion land sufficient and suitable for their agricultural and grazing requirements, and cattle sufficient for their needs.

Clause 28. The Company shall retain the mineral rights in, over, or under all land so assigned to natives; and, if the Company should require any such land for the purpose of mineral development, it shall be lawful for the Company to make application to the Land Commission, and upon good and sufficient cause shown, the Commission may order the land so required, or any portion thereof, to be given up, and assign to the natives concerned just compensation in land elsewhere, situate in as convenient a position as possible, and, as far as possible, of equal suitability for their requirements in other respects.

Clause 29. In like manner, should any land assigned to natives be required for sites for townships, railways, or for any public works, then upon application to the Land Commission, and upon good and sufficient cause being shown that the land is required for any of the above purposes, the Commission may order the land so required, or any portion thereof, to be given up, and assign to the natives concerned just compensation in land elsewhere situate in as convenient a position as possible, and, as far as possible, of equal suitability for their requirements in other respects.

Clause 30. No removal of natives from any kraal, or from any portion of land assigned by the Land Commission, shall take place to another locality, except after due inquiry made upon the spot and with the authority of the said Commission.

Clause 31. The land to be assigned to natives shall include a fair and equitable portion of springs or permanent water and of grazing and arable land.

Clause 32. The Land Commission shall have power to appoint a subordinate court, to be called the "district land court," in each magisterial district, consisting of the

magistrate of the district and two assessors to be appointed by the Land Commission. The said district land courts shall report or make recommendations to the Land Commission on all questions which shall be remitted to them by the Land Commission. The Land Commission may confirm or disallow, with or without amendments, any recommendations of such district land courts.

Clause 33. Natives shall have the right to acquire and hold and dispose of landed property in the same manner as persons who are not natives, and in all respects such property shall be liable in the usual manner for any obligations for which such natives may be liable. But these provisions shall not apply to land assigned under clause 27; and no contract for alienating or encumbering a native's land shall be valid unless it is made before a magistrate and attested by him, after satisfying himself that the native understands the bargain.

Clause 34. Persons who may be appointed to such offices as may be designated in a Proclamation or Proclamations by the High Commissioner, shall not (except in the case of an acting appointment) have any interest, either direct or indirect, in the commercial undertakings or shares of the Company. The offices to be designated in the said Proclamations shall be such as may be agreed upon by the Secretary of State after consultation with the Company.

Clause 35. The armed forces of the Company shall not, without the permission of Her Majesty's Government, act outside the limits defined in clause 1 of this Memorandum.

Clause 36. The cost of any inquiry which the Secretary of State may think it necessary to institute into the administrative or judicial system established in the said territories, shall be borne by the Company. The Company shall likewise provide such payment as may be agreed upon between Her Majesty's Government and the Company, to the member of the Land Commission appointed by the Secretary of State.

Clause 37. None of the provisions in this Memorandum contained shall be construed so as in any way to diminish or detract from the powers conferred upon Her Majesty's Secretary of State or High Commissioner by Her Majesty's Order in Council of May 9th, 1891, or by the Charter incorporating the Company; but the said provisions shall be considered as subsidiary to, and in augmentation of, the powers so conferred: and nothing herein contained shall be construed so as in any way to diminish or detract from the powers granted to the Company by its Charter.

Executed in London this 23rd day of May A.D. 1894.

On behalf of Her Majesty's Government,
HENRY B. LOCH,
High Commissioner.

L.S.

The Common Seal of the British South Africa Company was affixed hereto pursuant to a resolution of the Board of Directors passed the 23rd May 1894, in the presence of—

ABERCORN, } Directors.
FIFE, }
HERBERT CANNING, Secretary.

No. 4.

The MARQUESS OF RIPON to SIR W. G. CAMERON.

SIR,

Downing Street, May 24, 1891.

ON the 13th of November last I communicated to Sir H. Loch, by telegraph, that portion of a speech made by Mr. Buxton in the House of Commons on the 9th of November in which the general views of Her Majesty's Government in regard to the future of Matabeleland were expressed.

In the course of his speech Mr. Buxton spoke as follows :—"In considering the policy to be pursued in regard to the future of Matabeleland, the fact cannot be ignored that Matabeleland, as well as Mashonaland, are included within the region of South Africa described in the Charter as 'the principal field of the operations of the British South Africa Company,' and that in the Charter no distinction is made between Matabeleland and Mashonaland, the latter being already practically occupied and governed by the Company. Nor can the point be ignored that the mining and land concessions held by the Company are applicable to Matabeleland as well as to Mashonaland, *i.e.*, to the whole territory claimed by Lo Bengula. We must also bear in mind that the greater part of the operations now proceeding have been undertaken on the responsibility and at the expense of the Company. Moreover, the very important question of public feeling in South Africa must also be taken into consideration in dealing with the question."

Mr. Buxton went on to say, in effect, that the war was not to become a war of extermination or expulsion, the military system that existed must be broken down, but there was no intention or desire to expel the natives from the country, or to treat them except with humanity, mercy, and justice, and that whatever settlement might be arrived at would include, as an essential feature, due safeguards for their protection and for their rights.

The question thus arose in what form could the above principles best be applied? Her Majesty's Government carefully considered the whole matter; and, as I informed Sir H. Loch in the telegram already mentioned, they came to the conclusion that, under the existing circumstances, there were serious objections to the creation of a Crown Colony in that region, or to placing Matabeleland under the direct administration of the High Commissioner. They determined therefore to avail themselves of the machinery at work in Mashonaland under the Charter of the British South Africa Company and Her Majesty's Order in Council of 9th May 1891, and to extend the existing system, with such modifications as might be considered necessary or desirable, to that part of the country known as Matabeleland. They considered it essential, however, with a view to securities for good government, that the powers of guidance and control vested in the Imperial Government by the provisions of the Charter and under the Order in Council should be exercised somewhat more fully than heretofore over the actions of the Company throughout their administrative area, especially in regard to the rights of and protection over the natives.

I was glad to learn, from subsequent correspondence, that these views practically coincided with those of Sir H. Loch.

In these circumstances the first step towards a settlement was obviously for Sir H. Loch to discuss the matter fully with Mr. Rhodes, and to furnish me with suggestions as to the best means of attaining the objects in view.

This was done, and Her Majesty's Government, having now carefully considered the proposals of Sir H. Loch and Mr. Rhodes, and having, moreover, had the advantage of conferring on the subject with the former personally, have finally decided on a scheme for the future administration of Mashonaland and Matabeleland, of which a copy is herewith enclosed.

This scheme, in which the substance of Sir H. Loch's proposals is embodied, has been agreed to by the British South Africa Company.

It is not necessary here to comment on the arrangement in detail; but I would point out that, as stated in the concluding clause, the new scheme of administration does not purport to supersede Her Majesty's Order in Council of 9th May 1891, nor the British South Africa Company's Charter of 29th October 1889, but should be read in connexion

with those Instruments, as containing a development and reform of the existing scheme of administration. Repetition of provisions already contained in the Instruments referred to has therefore, so far as practicable, been avoided.

Where the new arrangement appears to require some legislative sanction not now existing, such as the provision for local legislation by the Administrator in Council, early steps will be taken to this end; and the occasion may possibly be taken to recast and consolidate the Orders in Council and High Commissioner's Proclamations affecting the Company's territory.

I have, &c.
(Signed) RIPON.

28/6/62

To be returned to
H.M.S.O. (I.T.W.)
for Controller's Library
Bundle No. 2 C.

1894

TABELELAND AND MASHONALAND SETTLEMENT.

RETURN to an Address of the Honourable The House of Commons,
dated 18 June 1894;—for,

“COPY of Correspondence between the British South Africa Company and the
Colonial Office, relating to Clause 13 of the Matabeleland and Mashonaland
Agreement, in reference to the limitation of Customs Duties.”

Colonial Office, }
19th June 1894. }

SYDNEY BUXTON.

(Mr. Maguire.)

Ordered, by The House of Commons, to be Printed,
20 June 1894.

LONDON:
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CONTENTS.

Serial No.	From or to whom.	Date.	Subject.	Page.
1	To the British' South Africa Company.	1894. May 8.	Transmits a draft Agreement for the future administration of Matabeleland and Mashonaland, which, if the Company approve of it, will be executed in duplicate by Sir H. B. Loch on behalf of Her Majesty's Government, and communicated to the Company for execution under the Company's seal.	3
2	The British South Africa Company.	May 22.	Accepts the draft Agreement, to which the Company is prepared to affix its seal; states the reasons which had induced Mr. Rhodes to ask that any duties imposed on British goods should not exceed the duties thereon according to the tariff of the South African Customs Union, and that the produce of Cape Colony should be admitted duty free, and observes that the Company do not further press the point against the view of Her Majesty's Government.	3
3	To the British South Africa Company.	June 11.	Explains the reasons for which Her Majesty's Government had been unable to accept Mr. Rhodes's proposal for a modification of the Agreement in respect of the imposition of customs duties on British goods.	5

“Copy of Correspondence between the British South Africa Company and the Colonial Office, relating to Clause 13 of the Matabeleland and Mashonaland Agreement, in reference to the limitation of Customs Duties.”

No. 1.

COLONIAL OFFICE to the BRITISH SOUTH AFRICA COMPANY.

SIR,

Downing Street, May 8, 1894.

I AM directed by the Marquess of Ripon to request that you will lay before the Directors of the British South Africa Company the enclosed draft memorandum of an agreement* between Her Majesty's Government and the Company as to the future administration of Matabeleland and Mashonaland. As your Directors are aware, Her Majesty's Government have decided to avail themselves of the existing machinery of the Chartered Company in order to carry on the administration of affairs in the Matabele country.

The memorandum is founded on one prepared by Sir Henry Loch, Her Majesty's High Commissioner for South Africa, after consultation with Mr. Rhodes, the Company's principal representative in that country, and it is understood, from personal and other semi-official communications between this Department and the Directors and the solicitor of the Company, that in its present form it will meet with the concurrence of the Company.

Assuming this to be the case, the agreement will be executed in duplicate by Sir Henry Loch on behalf of Her Majesty's Government, and the two copies thus executed will be communicated to the Company with a view to its execution in the usual manner under the Company's seal.

I am, &c.

(Signed) EDWARD FAIRFIELD.

No. 2.

The BRITISH SOUTH AFRICA COMPANY to COLONIAL OFFICE.
(Received May 24, 1894.)

19, St. Swithin's Lane, London, E.C.,
May 22, 1894.

SIR,

IN acknowledging the receipt of your letter of the 8th instant,† and the draft of the proposed Memorandum as to the administration of Matabeleland and Mashonaland, my Directors desire me to say, for the information of the Right Honourable the Secretary of State, that they accept the Memorandum as fairly and adequately meeting the present condition of the territories, and are prepared to affix the seal of the Company to a copy.

I am instructed at the same time to lay before Her Majesty's Government the grounds upon which Mr. Rhodes desired clause 13 to take a different form from that now settled.

The clause in the Agreement runs :—“ The power of making ordinances granted to the Company under clause 10 of its Charter shall be deemed to include the power of imposing by such ordinances all such taxes as may be necessary for the order and good government of the said territories, and for the raising of revenue therein, and also the right to impose and to collect Customs duties.”

Mr. Rhodes wished the following proviso to be added :—

“ Provided that if Customs dues are levied, then, in so far as Customs dues on British goods are concerned, they shall not exceed the duties thereon according to the tariff

“ at present in force in the South African Customs Union ; and provided further
 “ that the produce of the Colony of the Cape of Good Hope shall pass free into the
 “ Chartered territories the subject of this Memorandum.”

The following remarks were forwarded as embodying Mr. Rhodes's reasons for this addition :—

It must be remembered that this Agreement contains the principles of the constitution for the Chartered territories, and Mr. Rhodes thinks that it is a wise provision that the Customs duties on British goods should not exceed the present Cape tariff, which is a reasonable one, and is imposed for the purpose of revenue, and not for protection, and not with the view of making prohibitive tariffs against British manufactures. He thinks it is a pity that when Responsible Government was given, to the Colonies provision was not made at the time that duties imposed on British goods should not exceed a certain amount. Such an arrangement would have been a fair return by the Colonists to the mother country for the heavy expenditure she had incurred in founding their settlements, and at the same time would have been a salutary check against the introduction of the principles of extreme Protection, the results of which to the ordinary community are, that all the necessities of life are made infinitely dearer, and in addition to this, such an agreement would have been one of the strongest ties between the mother country and her colonies. Mr. Rhodes objects to the proviso extending to goods from foreign States, as he wishes, in case the United States, and other European Powers, continue their policy of excluding British manufactures from their countries, to reserve power and right to consider the advisability of meeting them in the same spirit. He says, it must be noted that the amendments proposed in the McKinley Tariff, are in the direction of admitting raw products on a freer basis, but still very high tariffs are kept against foreign manufactures, the object being to keep out British manufactured goods, and, by increasing the supply of raw materials—which are lacking in the United States—to compete with manufactured British goods in the outside markets of the world. Mr. Rhodes thinks, therefore, that the arrangement suggested by him—which is a just one—should be made to apply only to British goods; and as to the rest of the world, the question should be left open, so that we are free to consider the situation.

If the unfriendly attitude of foreign Powers against British goods continues, the English people may have to reconsider the question of tariffs, and in the future have to consider the advisability of imposing tariffs against those countries which treat their manufactures in a hostile manner. Mr. Rhodes does not now ask for the Company the right of imposing a differential tariff, but says, in return for the benefits which we have received from the mother country, let us make it a portion of our constitution that British goods shall never pay a tariff exceeding the present tariff in force in the Cape Colony. This tariff is not a prohibitive or protective one, but is merely for the purpose of revenue, and under it British goods receive the utmost fair play. Mr. Rhodes wishes this tariff to become, in so far as British goods are concerned, a portion of the constitution of the Chartered Company's territories, *i.e.*, that we shall not have the power to impose a higher tariff on British goods, as that would be in the direction of a protective or prohibitive tariff.

The proviso respecting “ British goods,” Mr. Rhodes points out, gives the Company no power to impose any differential rate, and therefore the argument of interference with the general fiscal policy of Her Majesty's Government falls to the ground, as the ordinance imposing the dues would be subject to the approval of Her Majesty's Government; Mr. Rhodes prefers the clause with the insertion of the words “ British goods,” because it would then bind the country in the future never to put an excessive rate on British manufactures, and leaves, as it should do, the rest of the question open. Mr. Rhodes says the provision that our tariff on British goods should not exceed the present Cape tariff was suggested by himself in the interests of the English people, who are daily perceiving that the only return made them by the Colonies and States that they have founded, for all the blood and treasure they have spent, is, that the present occupants place hostile and prohibitive tariffs against their goods, thereby removing the only existing benefit to the British manufacturer. Mr. Rhodes wishes to guard against a repetition of this in the Chartered Company's territories. It rests with Her Majesty's Government, he says, whether they will support him in this idea, and, if they reject it, the onus of rejection lies with them; but, he says, “ they will agree with me that the insertion of the words ‘ British goods ’ “ is immaterial to the Charter, and dictated solely in the interests of the English “ people.” The latter part of the suggested proviso has been objected to, as

giving a preferential right to the products of the Cape Colony; but Mr. Rhodes would point out that this has already been arranged for in the present "Cape Customs Union," in which the products of the Cape and Orange Free State pass free. It is highly probable that the Chartered territories will, in the future, desire to join the "Cape Customs Union," just as the present Government has allowed Her Majesty's Protectorate of Bechuanaland to enter the same Union. In this Customs Union it is provided that the products of the territories shall pass free between each other, and under this clause they have a preferential rate against goods imported from other territories. It will be seen, therefore, that the objection made against the latter portion of this clause, that Her Majesty's Government could not propose to Parliament special preferential rights of free import for the Cape Colony, applies with equal force to the action of Her Majesty's Government in sanctioning the Bechuanaland Protectorate joining the Cape Customs Union.

It is to be observed that the above proviso proposed by Mr. Rhodes would not have run counter to Her Majesty's treaty obligations, to which of course the fiscal arrangements in Matabeleland and Mashonaland would be subject, and would have had a Free Trade rather than a Protective tendency.

Against such a proposal it may be urged that this Agreement for the administration of the territories of the British South Africa Company is of a more or less temporary character, and that such a provision could be subsequently either inserted or expunged. It is, however, considered that if such a provision had been contained in the first instrument of government it would have had a great effect in shaping the policy of the community, upon which a constitution is now being conferred.

The provision would no doubt have a great effect upon the future fiscal policy of South Africa, but it was on account of its bearing upon the future of the British South Africa Company and the territories under its control, that my Board wished to press the proposed proviso upon Her Majesty's Government. Lord Ripon will appreciate how much the success of such an enterprise as the Company has undertaken depends upon the goodwill, support, and sympathy of the community at home. His Lordship is also well aware that in many quarters there is a feeling that chartered companies in general are a source of weakness and embarrassment to the Empire, carrying with them no counterbalancing advantages. This Company which is placed in the position of founders, as it were, of what, it is hoped, will prove a wealthy and prosperous country, wished to take the first opportunity of acknowledging its debt to the mother country, and of providing on its part that within its territories the produce of British labour should not be subjected to a hostile protective tariff.

My Directors regret that Her Majesty's Government has been unable to adopt the proviso so strongly advocated by Mr. Rhodes, but they do not further press the point, and are ready, as stated, to seal and complete the Agreement forthwith.

I am, &c.

(Signed) HERBERT CANNING,
Secretary.

No. 3.

COLONIAL OFFICE to the BRITISH SOUTH AFRICA COMPANY.

SIR,

Downing Street, June 11, 1894.

I HAVE laid before the Marquess of Ripon your letter of the 22nd ultime,* recording the acceptance by the British South Africa Company of the Memorandum of Settlement respecting the affairs of Mashonaland and Matabeleland, but putting on record the reasons why Mr. Rhodes, with the support of his colleagues, desired that a proviso should be added to clause 13 of the Memorandum, dealing with the taxation of British and Cape goods.

The Memorandum having been duly executed without the proviso, it now only remains for Lord Ripon to notice the nature of that proviso, and the reasons which you have set forth as having influenced Mr. Rhodes in desiring its adoption, and to explain what were the considerations which prevented him from accepting the proposal made by Mr. Rhodes.

In the first place, the proviso is, in Lord Ripon's opinion, unnecessary. The Company can only impose a taxation by Ordinance, and such Ordinances are subject to disallowance by the Secretary of State: consequently no Customs duties could be levied which the Secretary of State was not prepared to sanction. There is, therefore, no reason to fear that the Company would be allowed, so long as the Memorandum remains in force, to impose excessive duties.

Instead of acting as a restriction on the imposition of duties by the British South Africa Company, the proposed proviso would have tended to hinder the Secretary of State in the free exercise of his power of control, inasmuch as if he were at any time to desire to prevent the levying of Customs duties in excess of what he thought proper, but not in excess of those levied under the tariff at present in force within the South African Customs Union, the Company might have objected that the wording of the proviso implied that they would be permitted to impose, without check, any duties they pleased, so long as they were not greater than those raised by the Customs Union. Lord Ripon is not prepared to bind himself or his successors to permit, as a matter of course, Customs duties to be levied up to that amount. The Customs tariff of the Company must, in his Lordship's opinion, be regulated by the circumstances of the time, by the requirements of the administration of the Company's territory, and by the relation which its Customs receipts bear to the other sources of taxation which may be available; and the Company may rest assured that neither the present nor any future Secretary of State, so long as he possesses the powers conferred on him by the Charter and Memorandum of Settlement, will allow any Customs duties to be levied in excess of what is necessary, and that he will not fail to protect "the best interests of the English people."

If the Company's territory should hereafter pass into the condition of a self-governing Colony, the inhabitants will enjoy all the freedom which that status involves.

But altogether apart from this, the proposal, in Lord Ripon's opinion, lies entirely outside the scope of such an instrument as the Memorandum. Indeed, it is stated in your letter that "the insertion of the words 'British goods' is immaterial to the Charter"; which is taken to mean, that the insertion of the proviso was proposed, not as a matter material to the settlement of the questions immediately affecting the administration of the Company's territories, but as embodying the general principle of fiscal policy indicated in your letter. The principles and objects of that policy are well known; and they have been advocated by various persons in this country for some time. But, whatever may be their merits or demerits, the adoption of this policy would involve a departure from the course pursued now for many years by the British Government, and it would be altogether out of the question for Her Majesty's Government to inaugurate such a change, indirectly, and as it were by a side wind, in a document of the nature of the Memorandum, which calls for no such provision, and to the purposes of which it is admittedly immaterial.

It is not necessary to say more in explanation of the grounds upon which Lord Ripon, although desirous of meeting Mr. Rhodes's wishes as far as possible, has felt bound to decline to accept the proviso which the Directors were anxious to introduce.

But there are other portions of your letter which seem to his Lordship to call for some further observations.

One reason stated in favour of the proviso is that the policy of this country in giving complete fiscal and financial freedom to the Colonies has been mistaken, and that when self-government was given to them it ought to have been accompanied by conditions preventing them from taxing British goods beyond a certain limit. Whether it would at any time have been practicable or expedient to impose any limit in the manner suggested on the financial freedom of the self-governing Colonies may well be doubted.

The particular proposal now under consideration is not a proposal to prohibit Protection in general, but to prohibit anything like protective duties on British goods, thus leaving a presumption that the Company should be free, so far as may be possible, to impose what duties it pleases on foreign goods, and the proposal is supported by the suggestion that the Mother Country herself may very possibly hereafter depart from her own Free Trade policy by levying protective or prohibitive duties on foreign goods. Upon this, it is only necessary to observe that the Home Government and Parliament have, in the interest of the people of this country, consistently refrained for many years from all attempts to either nurse, fetter, or interfere with the free action and development of its commerce by protective duties, whether upon colonial or on foreign goods, and there are at present no signs that this policy is likely to be abandoned.

Lord Ripon does not doubt that the Directors of the British South Africa Company desire to retain the good-will, support, and sympathy of the community at home in the

task which they have undertaken, but the fiscal policy which they now advocate is not the one which has commended itself for the last half century to the large majority of the people of this country, and, as has been shown above, the Memorandum as finally agreed upon provides ample securities that, in the territories of the British South Africa Company, the produce of British labour will not be liable to be subjected to a hostile protective tariff.

I am, &c.
(Signed) R. H. MEADE.

MATABELELAND AND MASHONALAND
SETTLEMENT.

"Copy of Correspondence between the British
South Africa Company and the Colonial Office
relating to Clause 13 of the Matabeleland and
Mashonaland Agreement in reference to the
Limitation of Customs Duties."

(*Mr. Mugwire.*)

*Ordered, by The House of Commons, to be Printed,
20 June 1894.*

[*Price 1d.*]

BRITISH BECHUANALAND (RAILWAY FROM VRYBURG
TO PALAPYE).

RETURN to an Order of the Honourable The House of Commons,
dated 9 August 1894 ;—*for*,

COPY “ of a TREASURY MINUTE, dated the 9th day of August 1894, relating
to an Agreement with the British Bechuanaland Railway Company for
the Extension of the Vryburg Mafeking Railway to Palapye.”

Treasury Chambers, }
9 August 1894. }

JOHN T. HIBBERT.

(*Sir John Hibbert.*)

Ordered, by The House of Commons, to be Printed,
9 August 1894.

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COPY of TREASURY MINUTE, dated the 9th day of August 1894, relating to an Agreement with the British Bechuanaland Railway Company for the Extension of the Vryburg Mafeking Railway to Palapye, and of the said Agreement.

TREASURY MINUTE, dated the 9th of August 1894, respecting a proposed Bechuanaland Railway Agreement.

MY Lords have before them, by submission from the Secretary of State for the Colonies, a tripartite Agreement or Contract between the Government of British Bechuanaland, the British South Africa Company, and the Bechuanaland Railway Company, Limited, for the construction and working of a 3 foot 6 inches line from Vryburg to Palapye.

The effect of this Agreement will be to charge the revenues of British Bechuanaland with a subsidy to the railway company, amounting in time to 20,000*l.* per annum, for a period of years. But, on the other hand, by means of the new railway the Colonial Government expect to effect at least an equal saving in the cost of transport and police; and through its leading to a wide extent of territory being settled upon and made productive, the line may result indirectly in a large increase of Colonial revenue.

Inasmuch, however, as the revenues of British Bechuanaland must, for the present, and, perhaps, for some years to come, be supplemented by an Imperial Grant in Aid of very considerable amount, Her Majesty's Government did not think it right to allow the Colonial Government to finally commit themselves to the Agreement until 30 days after it had been laid before the House of Commons.

Accordingly a provision to this effect was inserted in the Agreement in question, of which a copy accompanies this Minute, and which was laid upon the Table of the House on the 3rd instant, and my Lords need not do more than draw attention to its leading features.

For the first section of the line, which has been already constructed from Vryburg to Mafeking, the Colonial Government, with the co-operation of the British South Africa Company, will make certain land concessions, but no money subsidy will be payable.

For the second section from Mafeking to Gaberones, when constructed and open for traffic, the Colonial Government will pay a subsidy of 10,000*l.* per annum for 10 years, in conjunction with a subsidy of like duration of 5,000*l.* per annum from the British South Africa Company.

For the third section from Gaberones to Palapye, when constructed and open for traffic, the Colonial Government will pay a second subsidy of 10,000*l.* per annum for 10 years, in conjunction with a second subsidy of like duration of 5,000*l.* per annum from the British South Africa Company.

My Lords need only refer to the Agreement itself for other important provisions, such as those for meeting the event of failure to complete or work the line, or failure of payment by the British South Africa Company; for reduced rates of carriage for Government; and for limiting charges to the public, &c.

BRITISH BECHUANALAND (RAILWAY
FROM VRYBURG TO PALAPYE).

COPY of a TREASURY MINUTE, dated 9 August
1894, relating to an Agreement with the British
Bechuanaland Railway Company for the Extension
of the Vryburg Mafeking Railway to Palapye,
and of the said Agreement.

(*Sir John Hilbert.*)

*Ordered, by The House of Commons, to be Printed,
9 August 1894.*

[*Price 1d.*]

AFRICA. No. 2 (1894).

REPORTS

RELATING TO

UGANDA

BY

SIR GERALD PORTAL.

*Presented to both Houses of Parliament by Command of Her Majesty.
March 1894.*

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TABLE OF CONTENTS.

No.	Name.	Date.	SUBJECT.	Page
1	Sir G. Portal	May 24, 1893	Mombasa - Uganda route. Report on the main road	1
2	" "	24,	Situation in Uganda. Report on salient features on his arrival	11
3	" "	29,	Provisional Agreement with Mwanga. Sends	17
4	" "	29,	Acting Commissioner in Uganda. Has appointed Captain Macdonald pending decision of Her Majesty's Government	19
5	" "	June 25,	Death of Captain Portal. Reports	21
6	" "	25,	Soudanese and Mahommedans. He is returning to Uganda on account of	21
7	" "	Aug. 5,	Mahommedan revolt. Suppression of. Return of Mission towards coast	22
8	" "	20,	Nubians sent out of Uganda by Captain Macdonald; to be left at Kikuyu. Death of Selim Bey	28
9	" "	Nov. 1,	Final Report on Uganda. As to future of the country	29

Reports relating to Uganda by Sir Gerald Portal.

No. 1.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord, *Port Alice, May 24, 1893.*

ONE of the most important points in connection with the whole Uganda question is that of the means of communication and of the transport of goods between that country and the coast. I venture, therefore, before submitting my Report on the whole subject, to lay before your Lordship, as briefly as possible, a slight description of the main road through the English sphere of influence from Mombasa to the Nile.

We left the coast on the 2nd January, and entered Kampala on the 17th March, having thus accomplished the whole distance of 800 miles in seventy-five days, of which eight were spent in a compulsory halt at Kikuyu, forced upon us by the difficulties of obtaining food, and by the hostility of the natives to the station of the Imperial British East Africa Company at that place. The number of days on which we actually marched were sixty-five, so that the average length of our marches amounts to nearly $12\frac{1}{2}$ miles a-day, a speed which, I believe, has never yet been attained by a heavily-laden caravan proceeding up-country through the English sphere.

As I believe that several reports and descriptions of the route by officials of the British East Africa Company and by the Railway Survey party have already been laid before the Foreign Office, I propose to restrict myself to a brief résumé of the main features of the country traversed by this Mission. I would, however, premise that, owing to the speed with which we were forced to travel, any such remarks must necessarily be of a somewhat superficial nature, and it must be remembered that several great tracts of country seen by us towards the close of the dry season, when they had been without rain for several months, are said to present a totally different aspect after the rains of April, May, and June.

For the purposes of this Report I propose to divide the route into three sections, each of which presents natural features strongly at variance with the others. These sections are:—

1. From the coast to Kikuyu.
2. Kikuyu to Kavirondo.
3. Kavirondo to Uganda.

1. Mombasa to Kikuyu.

For the first 7 miles from the coast we availed ourselves of a 24-inch tramway which was laid down by the Company in 1890. Unfortunately, however, after about 7 miles of a very rough surface-line had been laid, the work was abandoned, and the line has been allowed to become, in places, completely overgrown with grass and vegetation. I should explain, however, that the tramway is altogether in disuse, and that it does not lie on the regular track usually followed by caravans to or from the interior. Even before we reached the end of this tramway all signs of cultivation and of cocoa-nut plantations had ceased, and were replaced by low undulating hills covered with rank dry grass and stunted mimosa thorns, with small pools of extremely bad, thick, and stagnant water at long intervals. Occasionally, in the neighbourhood of one of these muddy ponds, was a small native village (Wa Deruma and Wa Nyika). These Settlements and their inhabitants were both characterized by the extreme dirt and misery of their appearance; the few scant patches of grain and cassava on which the people depend for their subsistence were ill-kept, and could yield barely sufficient for their support—certainly none for sale to travellers.

Five days after leaving the coast we entered upon a waterless district known as the

"Taro plain," 37 miles wide. The existence of this plain is one of the chief reasons which cause the Arab and native caravans to avoid the route from Mombasa, and, in preference, to run the risk of attacks from natives to which they are exposed by using the road from Bagamoyo or Pangani through German territory. This is still less to be wondered at, since during three or four months of the year the pool of water at the north-western end of this plain is usually dry, and the waterless tract is there prolonged from 37 to about 48 miles. The difficulties of this march are, moreover, increased by the neglected state of the narrow path, which is not only unnecessarily circuitous, but is in many places overgrown with thorn bushes, through which the laden porters have to force their way. It is true that in the middle of this plain the bushes have been cut away, and the path straightened for about 10 miles, and that, at a spot about 12 miles from the commencement, two holes have been dug and covered over with a small roof of thatch. These holes, called by the Company the "wells of Butzuma," have no hardened sides nor bottom, nor any catchment basin for rain, with the result that, although, when we passed, several heavy showers had wetted the surrounding country, the holes themselves were quite dry. It is much to be regretted that two expeditions which have at different times been sent by the East Africa Company with boring apparatus to search for water in this plain completely failed to attain their object.

On the 9th January, two days after crossing this plain, we came to some villages of "Wa Teita" people, situated high on precipitous hills, in order to be safe from raids of the Masai; the people appeared to be harmless, timid, and friendly, but had barely sufficient food for their own consumption, and none for sale to travellers. They complained of the oppression and exactions to which they had been subjected by passing caravans.

For the next nine days we travelled over undulating plains of red clay, through which projected occasional masses of rock. The whole of this country was covered with coarse dry grass and stunted scrub of mimosa thorns. Water was found in pools only at long intervals, and was of a very bad quality. Through this district we passed no villages, and saw no human beings except at the Company's station on the Tsavo River, where a mud-house and a stockade had been built, and placed under the command of a youthful Portuguese half-breed, who exercises a doubtful control over a dozen Arab irregulars. The only change in the poverty and monotony of the country was in the neighbourhood of the Scottish Industrial Mission at Kibwezi, where we arrived on the 18th January, and which is approached by a good road cut for several miles through the grass and thorns. The Mission is in a rich and fertile valley, and its members appear to have gained the confidence of the surrounding natives, an intelligent race of people known as the "Wakamba." Altogether, this industrial Mission appears to be a most valuable institution, and to show every sign of future prosperity.

After leaving this oasis, we again travelled through uninhabited country, but of a somewhat less hopeless character, till, on the 22nd January, we arrived at the Company's station at Nzoi. The station itself consists of a small log hut, inhabited only by an elderly exporter and a small boy. At this point we entered into a mountainous, fertile, and thickly-populated country, known as the Ulu district. On every side were seen numerous villages surrounded by fields of millet, beans, sugar-cane, and Indian corn.

The difficulties of marching with a heavily laden caravan were now increased by the mountainous nature of the country, and by the fact that for many miles the road lay along the bed of a mountain torrent up which we had to wade against rushing water for hours at a time.

We arrived at Machakos on the 26th January, and found that the Company's fort in that place is a well-built, well-kept stockade of considerable size, containing good, solid mud-houses and a good garden. With a garrison of 60 to 100 men, it should be capable of resisting any attack that could be made upon it by Masai or by any combination of neighbouring tribes. Mr. Ainsworth, the Company's officer in charge of this station, appeared to be on excellent terms with the surrounding "Wakamba," and had no difficulty in enabling us to procure sufficient quantities of corn and flour to feed our whole party of 600 men for twenty-eight days, besides sending on a quantity of food for the Company's garrison at Kikuyu. The country surrounding Machakos is not only picturesque, but appears to be exceptionally fertile, and capable of producing every sort of grain and vegetable with remarkable luxuriance. The people, too, are expert and diligent agriculturists, and have hitherto only been prevented by fear of the Masai raids from greatly extending the area of their cultivation. The climate is well adapted for Europeans, and I do not think it is an exaggeration to say that even European children would thrive in this district, which is, I believe, the case in none even of the best of Indian hill stations. The height of Machakos above the sea is 5,600 feet.

Between this place and Kikuyu we crossed a plain 40 miles wide, and said to extend for over 100 miles north and south, well-watered, covered with rich pasture, on which were feeding immense quantities of zebra and antelope, but uninhabited by human beings, who are compelled, by the ever present fear of the Masai, to build their villages only on the sides of precipitous hills. On leaving this plain, which is irrigated by the Athi River, a dense belt of forest is traversed before entering the fertile and densely populated country of Kikuyu. We had been warned to take every precaution against attack from the natives of this region, who were in open hostility to the British East Africa Company, but we arrived without incident on the 30th January at the Company's fort, situated on a hill 6,400 feet above the sea, and 350 miles from the coast.

In considering the question of the future development of East Africa, the whole of this section of our journey may be divided into two parts. The first half, extending from the coast almost to the station at Nzoi, at the foot of the Ulu Mountains, may be looked upon as almost valueless, with the exception of a few isolated oases like that in which is placed the Scottish Industrial Mission at Kibwezi. Water is found only at rare and uncertain intervals, the soil is parched and arid, the natives scarcely number more than two per square mile, and the climate is too hot and too feverish to suit European settlers. After passing Nzoi, the whole character of the country is changed. With a climate like that of Europe, fertile, well-watered plains, and valleys capable of supporting vast herds of cattle or flocks of sheep, an industrious and agricultural race of people, this country would appear to offer every inducement to the European colonist, were it not for the presence in the neighbourhood of the warlike and predatory Masai. Although this tribe have hitherto been careful to avoid molesting caravans led by Englishmen, and say that they wish to have no cause for quarrel with white men, yet it is improbable that they would be able to resist the temptation offered by the establishment of ranches or farms with large herds of cattle in their vicinity.

In describing the road itself little need be said. It consists simply of a narrow footpath, which has gradually been beaten into a perceptible track by the feet of natives and passing caravans. Like all such tracks, it is very circuitous, and is constantly changing its position. A fallen tree, a growing branch, an ant-heap, or even a tuft of rank grass, are each sufficient to cause the path to deflect in a wide circuit of many yards from the true direction. Frequently, from some such trivial cause, we found ourselves following the road in an easterly, southerly, or northern direction when our objective point lay due west. A small gang of natives with hatchets and hoes, under the direction of an European, could in a few weeks, and at a small expense, shorten the journey to Kikuyu by several days' march.

2. Kikuyu to Kavirondo.

This section of the journey, about 270 miles in length, calls for comparatively little remark. The first half consists, roughly speaking, of a gradual ascent to the top of a pass 9,000 feet high, over the Mau mountains, and the second part is an equally gradual descent to the plains of Kavirondo, which lie near the Victoria Nyanza, nearly 4,000 feet above the sea. Food for the whole of this journey has to be carried from Kikuyu, as absolutely nothing is procurable on the road except such game as may be shot by the Europeans. Allowing, therefore, twenty-five days for the journey, and $1\frac{1}{2}$ lbs. of coarse black flour as the daily ration of each soldier and porter, we were obliged to add for our 600 men an additional weight of nearly 23,000 lbs., or about 10 tons, to the loads already being carried. This entailed the purchase of nearly 100 donkeys, which were procured with difficulty at Kikuyu.

After the first day's march through a densely-populated and well-cultivated district all traces of human habitation disappear, and the road lays through a deserted country whose only inhabitants are roving bands of Masai warriors, sometimes living in temporary kraals or villages in the plains, and tending immense herds of cattle, and sometimes in parties of 50 to 200 men in number, dressed and armed for war, and bent upon a cattle-lifting expedition against some neighbouring tribe. I have no hesitation in saying that, as things are at present, these Masai are an unmitigated curse to the country. They have already driven from an immense tract, or exterminated, all the comparatively peaceful and industrious tribes which formerly occupied it. In order to keep up the terror of their name, their frequent raids for cattle are always accompanied by unnecessary murder and destruction of villages. Year by year they range further and further afield, carrying with them destruction, and the few tribes living on their outskirts, such as the people of Nandi, who appear to enjoy immunity

from the Masai in consequence of some inter-tribal Treaty agreement, endeavour to copy their more powerful neighbours both in dress and in the fashion of their arms, and in the practice of carrying out sudden and sanguinary raids against the inhabitants of more peaceful districts. As we approached the further border of this district we passed numerous traces of recent habitation and cultivation, but now all was desolate and barren. We met several parties of Masai, but whether because our caravan was too strong to be attacked, or because it is true, as they said, that they do not wish for a feud with white men, we found them always most civil, confident, and friendly.

The climate of the whole of this district appears to be perfectly adapted to European settlers; the days were not more than pleasantly warm, and although to travellers living in tents and sleeping only a few inches above wet grass the cold at night appeared to be intense, yet, as a matter of fact, the thermometer very seldom marked less than 40° Fahrenheit. The whole district is well watered with clear mountain streams, and in several parts the soil appeared to be extremely rich, and admirably adapted both for pasture and for agriculture. But, on the other hand, the fertile and well-wooded spots are separated one from the other by plains which, at the time when we passed, appeared to be inhospitable and valueless. I was, however, assured that after the rains the greater part of this country would be covered with rich grass and clover.

The only difficulty offered by this section of the journey is that of the transport of the large quantities of food rendered necessary by the absence of inhabitants, which, while it greatly increases the expense, diminishes the travelling powers of the caravan. The best remedy for this state of things, assuming that the present system of the transport of goods on the heads of men is to be continued, would be the establishment of an intermediate station or colony half-way between Kikuyu and Kavirondo, where stores of food could be kept, and round which, if it is made strong enough to afford protection against the Masai, it would be easy to induce people to settle and to cultivate grain for sale to travellers. There is a site, admirably adapted for such a Settlement, fertile, healthy, and well watered, at a distance of twelve days' march from Kikuyu. If such a post were established and maintained by the Power holding the control of affairs in Uganda, its cost of maintenance would be counter-balanced by the reduction of the expense of caravans carrying supplies and stores from the coast.

3. Kavirondo to Uganda.

We passed the first villages and saw the first signs of cultivation on the 1st March, although, as I stated above, we had already noticed several deserted and ruined villages, on the outskirts of Kavirondo, from whence the inhabitants had been driven by the raids of the Masai. On the 2nd March we arrived at Mummia's, where the Company maintained a small store-house and station under the charge of a Swahili.

The whole of this country is densely populated and extensively cultivated. The people, although in most cases they wore no clothes at all beyond strings of beads and brass wire, appear to be well-disposed and not unintelligent. Their Chiefs and Headmen have already developed a taste for white cotton cloth and other products of civilization. Food appears to be plentiful and remarkably cheap. An ample supply of grain or flour to suffice a man for a whole day could be procured for a few beads, worth a small fraction of a penny. There can be no doubt that, were the demand to spring up, Kavirondo could become a granary capable of supplying immense quantities of any sort of corn or agricultural produce.

From Kavirondo, we passed on the 7th March into Usoga, after traversing about 15 miles of barren country covered with the ruins of deserted villages. We learnt that this district had been forsaken by the inhabitants about a year before, partly on account of the oppression of a neighbouring Chieftain, and partly in consequence of some punitive expedition conducted by the officers of the British East Africa Company, who had burnt several villages and carried off a quantity of live stock.

From the moment of entering Usoga the character both of the people and of the cultivation offered a marked contrast to those of any other country through which we had passed. The fields of corn, potatoes, and beans were replaced by extensive and well-kept plantations of bananas, through which ran broad and well-kept roads. The people were all clothed, and appeared much more refined and intelligent than their neighbours. Iron was being smelted and worked in many smithies by the roadside, and food was so abundant that unlimited quantities of bananas and plantains were supplied to all our people without any payment being demanded. The Chiefs were hospitable and dignified, and brought goats and cattle for the Europeans in exchange for small presents of cloth.

The soil appeared to be exceptionally rich, water was abundant; above the banana plantations towered magnificent forest trees of great girth and height. I noticed several varieties of gum, and among others that species which is known as "dragon's blood."

As we approached the Nile, the hospitality of the natives appeared to diminish, and their suspicions of us to increase. This change of attitude was accounted for when we learnt that this district had been visited last year by another hostile expedition of the British East Africa Company's troops, under Captain Williams, accompanied, unfortunately, by a large number of Uganda warriors, who, after entering Usoga, had completely shaken off all control of the English officers. On the 12th March we arrived on the banks of the Somerset Nile, at the place where it issues from the Victoria Nyanza; we crossed the river in canoes just above the Ripon Falls, and pitched our first camp in Uganda that evening.

Throughout Kavirondo and Usoga the road is fairly easy for travellers on foot, but the numerous swamps which have to be crossed make it unsuited for donkeys or any other animals. No food for the men need be carried at any part of this section of our journey, as a plentiful supply can be relied upon at any of the numerous villages passed in each day's march. If, however, it be decided to maintain any control over Uganda, I would strongly recommend that this part of the road be discarded, and that caravans should make their final halting place at the north-east corner of the Victoria Lake, near the mouth of the Sio River, only two days' march from the Company's present station at Mummia's. From thence transport should be organized by boats and canoes to the capital of Uganda. By this means the porters would be spared a wearisome march of some 130 miles, and the whole journey from the coast to Kampala would be shortened by a week.

I have the honour to inclose herewith two independent reports on the road, which have been furnished to me by Colonel Rhodes and Captain Portal. Each of these officers makes valuable suggestions with regard to the possibility of improving the system of transport from the coast to Uganda. This, however, is a subject of much difficulty, requiring careful consideration, with which I propose to deal in a later despatch in connection with my Report on the whole situation.

I also inclose a Report by Dr. Moffat, the medical officer attached to the expedition, on the health of the caravan, and on the aspects of the country from a medical point of view. During the journey there were eight deaths among the porters and soldiers, or about $1\frac{1}{4}$ per cent. in seventy-five days. It is difficult to ascertain what is the usual rate of mortality in caravans travelling up country, but, from what I can gather from various sources, it would appear that this number of deaths is below the average. I would draw attention to Dr. Moffat's remarks at the conclusion of his Report. There is no doubt that the large majority of caravans proceeding on long journeys from the coast are insufficiently supplied with medicines, or with any appliances for the comfort and transport of sick men; it is also undoubted that proper precautions are not taken to protect the men from being seriously injured by the cold on the top of the Mau Mountains. Our caravan was well supplied with medicines and medical stores, and had the advantage of the skill and unwearied devotion of a competent medical officer, and yet both the mortality and the number of cases which came under treatment appear to be high. It is, I submit, a matter of urgent importance that strict regulations regarding the medical outfit of caravans should be framed, without delay, by the help of the experience of travellers who have already performed this journey, and that the responsible authorities on the coast should take the necessary steps to insure that no caravan starts on a journey to the interior until proper precautions have been taken for the preservation of the life and health of the men who have been induced to enlist as porters.

In justice to those who have hitherto had to deal with the whole question of transport, it is right to add that I have reason to believe that from time to time efforts have been made to improve the condition of caravans dispatched in the service of the British East Africa Company. So little, however, was, until recently, known of the nature of the route and of the requirements of the men employed upon it, that it was inevitable that new and unforeseen difficulties should constantly occur, which can only be met by remedies suggested by the accumulated experience of a constantly increasing number of travellers.

I have, &c.
(Signed) G. H. PORTAL.

Inclosure 1 in No. 1.

Colonel Rhodes to Sir G. Portal.

Sir,

Kampala, April 2, 1893.

IN compliance with your instructions of the 17th March, 1893, I have the honour to submit the following report on the route between Mombasa and Uganda.

Practically, the only means of transport in East Africa at present is by means of native carriers and donkeys.

I assume that carriers are only used on the supposition that the country is unsuited for animal transport. The disadvantages in connection with carrier transport are so many. It is very costly; food has to be carried for porters, and you have to regulate the pace of your caravan to the pace of your slow porters.

We had about 130 donkeys with us from Kikuyu to Mammia's carrying food for our porters; they had no proper saddles, and the natives employed to load and look after them did not understand their business, and I am afraid the list of casualties among our donkeys was heavy, but with good saddles and properly looked after I should say that donkeys were well suited to this country. Sir Samuel Baker used them in all his journeys in Central Africa, and found them invaluable.

I see no reason why camels should not be given a fair trial from the coast to Machakos; the country appears to be well suited to them, and their favourite food, the mimoso bush, grows every yard of the way. They could be got very cheap at Berbera.

Bullocks are also well adapted to country. I should suggest the "Cape Scotch Cart" being tried; it is drawn by four bullocks, holds about 800 lbs., and will travel on a narrower road than an ox waggon. On coming to a steep ravine or serious obstacle you can take it to pieces and put it together on the other side. I went from Natal to Kimberley in one. You require no tent—you sleep in cart. We averaged from 15 to 20 miles a-day.

We were told on no account to bring ponies with us, as there was tsetse fly between Zavo and Kibwesi. We saw no sign of it, and the two ponies we brought with us did admirably, and improved in condition on the road.

I should think the zebra, if tamed, would make a very valuable transport animal.

Bullocks are used for ploughing purposes at the Mission Station at Kibwesi.

The road at present is very bad indeed; very little appears to have been done to improve it. There is a piece of made road for about 30 miles before Kibwesi, and another short piece on Toro plain, but the rest of the road till you reach Uganda has been entirely neglected. In many places the loads are pulled off the porters' heads by the boughs of trees having grown across the narrow footpath.

The officers in charge of the various stations should be instructed to do all they can to improve the road in their district and to encourage the natives to attend to the road and keep it in proper repair.

The Waganda make good broad roads, and thoroughly understand bridging swamps.

The water supply along the route, with a little trouble, might be very much improved. I think this question of improving the water supply, which appears so far to have been entirely neglected, should be seen to at once.

I should describe the country as far as Kibwesi as worthless. From Kibwesi to Kikuyu is a fine piece of country, capable of growing or grazing anything. We found every English vegetable flourishing at Kikuyu, and the whole country round Kikuyu is one mass of cultivation. Kavirondo, Usoga, and Uganda are full of cultivation, and, I should say, capable of growing anything.

It would be ridiculous to recommend a European to settle in East Africa when he can go to Mashonaland. Mashonaland is full of natural advantages for a European settler, and is ten times more advanced in development.

I look upon East Africa as a magnificent future market for European manufactures. The Waganda are clamouring for shoes and stockings, opera glasses, &c., and are daily developing fresh wants.

The tribes near the coast appear to be of a very low order, and cultivate very little. The Waganda in Ukambani are an industrious tribe; they grow a great quantity of grain, which makes the station at Machakos a very valuable food depot. On our way here, when we could get no supplies from Kikuyu, we sent back to Machakos for them.

The Waganda are most friendly, and are not afraid of the Masai.

The Masai live by raiding. The Waganda are said to be treacherous, and the British East Africa Company have had a great deal of trouble with them at Kikuyu.

The Kavirondo and Usoga natives are friendly and industrious, and grow a great quantity of food.

The Waganda appear to be the most intelligent natives in this part of Africa; they clothe themselves, they make good broad roads, and thoroughly understand bridging their swamps; they are most anxious to learn reading, &c., and their wants are increasing daily. I look upon this country as a great market for European goods.

We found the inhabitants all along the route when they had got over their shyness most friendly, and anxious to supply us with what they had got; but in many places they at first ran away when they saw the caravan approaching.

From what one saw on the road up I should say that the endeavour of the British East Africa Company to develop the interior of East Africa has been a failure from want of funds. They have stations at Tsavo, Machakos, Kikuyu, Mammias, and Wakoles; there was only one European officer at three of these stations, and none in the others.

5 Imperial British East Africa Company.

Very little has been done to improve the road from the coast; no organized transport has been attempted except by carriers and donkeys, and very little has been done to improve the water supply on the road.

It appears to me that the improvement of the road from the coast, and the use of transport animals on the road, is of the first importance.

6. Remarks bearing on objects of the Commission.

An intermediate station on the road between Kikuyu and Mammias is absolutely necessary. As it is at present the twenty-three days' stretch of country, with no food in it, is killing both to porters and transport animals. The intermediate station might do a great deal to develop that part of the country.

The journey from the coast would be much shortened by leaving boats on the east side of the lake.

I think no station on road up should have less than two European officers; there is a great deal too much for one to do. If there were three European officers in a station one of them might constantly be travelling about the district (as a collector of a station does in India) inquiring into the complaints of the natives, and encouraging them to trade; by these means you would get into touch with the inhabitants, and I feel sure that the strained relations that exists between Europeans and some of the natives on the road would soon cease.

There seems to be a great opening for an Industrial Mission here; the Waganda work very well in iron, and turn out some excellent native work. Dr. Moffat is at present in Kampala and has had a good deal of experience with the Kibwesi Industrial Mission. He is most anxious to see one started in Uganda.

Industrial Mission

I should suggest a start being made as soon as possible, even if only on a small scale.

I consider that there is room for a vast amount of improvement in the present system of organizing and conducting caravans. I am assuming that our own caravan was a fair example of caravan work in East Africa.

Caravan work.

I have already alluded to the want of organization and care with regard to the transport animals.

Porters before going on an expedition should be medically examined most carefully; I travelled in rear with our caravan a great deal, and I consider that fifty of our porters never ought to have been allowed to start on a journey to Uganda. Some of them were mere boys, and physically unfit to carry 60 lbs.; others I know were medically unfit as to his fitness; a porter before going to Uganda should be equally carefully examined.

I consider each Headman should have special charge of a certain number of porters, and try to tell off the loads according to the physique of the porters.

I think a daily sick report should go in each day to leader of caravan stating those who are too ill to carry loads at all, and those who can only carry light loads.

I think some system of supplying porters with blankets to cross Mau Mountains with should be arranged. The cold is very great, and most porters have hardly a rag on them, and no blankets.

No wonder the death and sick rate is heavy. Owners of vessels leaving Bombay for England and employing Indian seamen are bound by Act to supply them with warm clothes and blankets.

It appears difficult to get at the death and sick Returns of caravans proceeding to Uganda and other places.

I imagine from what I have seen and heard that they are very heavy.

I have, &c.

(Signed)

FRANCIS RHODES.

Inclosure 2 in No. 1.

Captain Portal to Colonel Rhodes.

Sir,

Kampala, March 23, 1893.

IN compliance with your instructions of the 17th instant, I have the honour to submit the following report on the route between the coast and Kampala:—

Transport.

The existing means of transport appear to be confined to porters and donkeys, both in many respects expensive and unsatisfactory.

Porters.

With regard to porters, in addition to the number required for loads, quite 8 per cent. should, I think, be taken to carry the loads of sick or lame men, and, where it is impossible to leave them, the sick men themselves.

This proportion has, I believe, never been considered necessary, but speed would probably be increased and casualties diminished by its adoption.

Donkeys.

As to donkeys, they appear to do well, and what loss there is is caused by the primitive arrangements made use of in place of proper pack saddles, which cause sores almost immediately.

Of the other means of transport which might be made use of, the road being as it is now, camels and mules may be suggested. Camels, I have been told, were tried once but without proper drivers. How they would stand wet or the cold of the Mau district I am unable to say, but as far as Kikuyu, at any rate, a second experiment would seem to be worth trial.

Mules.

As to mules, there is no apparent reason why they should not do as well as donkeys.

Ponies.

Ponies I can only speak of as to two, which were in perfect health all the way.

Waggons.

There are some parts of the road at this moment on which bullock waggons or strong two-wheeled carts might be used, after such slight improvement and rough bridging as would not require any engineering skill. From Machakos to Kikuyu for instance, or even from Tsavo to Kikuyu.

Riders.

For small armed parties carrying mails or messages, where speed is required bicycles might be used for certainly three-fourths of the entire distance, and easily carried over the bad places.

Mules.

Boats.

Boats, on the Victoria Nyanza would shorten the journey considerably, starting from Ugowe Bay, or even from Sio Bay. There is said to be one boat available, of what capacity I do not know, but to transport a caravan of 200 loads would require boats or canoes of about 35 tons aggregate tonnage.

Railway.

The proposed railway would of course enable the above, except the boats, to be dispensed with.

Road.

The road, or rather track seems capable of being adapted to wheeled transport without much difficulty, except in three or four places, such as the descent to the Keedong Valley, or the Big Ravine. It has been widened for about 12 miles north-west from Butzuma, a mile or so south-west from Tsavo, 30 miles south-west of Kibwesi, and about 40 miles east of Kampala.

Through this latter portion of road the swamps are also being bridged. It is unfortunate, however, that the bridges or causeways are about 4 ft. 6 in. wide, at least 1 foot too narrow to admit of wheeled traffic.

The remainder of the path might be greatly improved at comparatively slight expense, for the mode of transport now in use, by shortening, widening, clearing, and bridging. The winding of the tract must in parts add 30 per cent. to the distance. In thick bush, the growth above and at the sides helps to tire the porters by catching their loads and compelling them to shift them; rough bridges or causeways may very quickly be made over most of the numerous swamps by simply cutting and laying bushes and rushes.

If it were the custom, or rather the order, for every caravan to have a small pioneer party well in advance, at a distance varying according to circumstances, the greater part of these improvements might be not only executed, but maintained.

Water is obtainable throughout except between Taru and Maungu, and occasionally between Samburu and Ndara. Firewood is also to be had, except in two or three districts extending less than 10 miles.

Country.

The country seems capable of producing food, either grain, potatoes, or bananas throughout. The plains about Ndara, Lanjaro, and Athay, seem likely to be suitable for breeding and fattening stock, as far as I can judge without having seen it at different times of year. At Kibwesi, Machakos, Kikuyu, and in Uganda, most kinds of English vegetables grow well, and there is no reason to doubt that they would do equally well in

any other places suitable for Settlements. Wheat and barley have been grown successfully.

Iron undoubtedly exists in considerable quantities in Kavirondo and Usoga, indiarubber, various gums, ground-nuts; and in Usoga and Uganda, ivory. This at present is the only product that will bear the cost of transport, and accordingly, trade must for the present be limited to these two countries.

Whether the other industries mentioned are worth cultivation or not must depend of course on the question of transport alone, but freight must be at an almost nominal rate to enable corn or cattle to compete with the abnormally low prices now existing.

The tribes nearest the coast, Wanika and Wateita, seem to be of a low order. Their cultivation amounts to next to nothing, and they have at present very few cattle. The Wakamba are of a higher class. They seem prosperous, and supply all the requirements of the station at Machakos, and of the Settlement at Kibwesi. The Wakikuyu are said to be unreliable, and at times the food supply of the station at Kikuyu is interrupted. They appear to be of inferior intelligence.

The Masai have no cultivation, and are said to live by raiding cattle. The Kavirondo and Usoga natives produce a large amount of food, and are, I believe, always ready to supply it. The natives in Uganda appear to be far in advance of all these in cultivation and general intelligence. Their country is very fertile, and mostly under cultivation.

The disposition of all these tribes towards Europeans is, as far as I have seen, very friendly, excepting the Masai and Kikuyu. A caravan of ordinary strength is safe from Masai, but bands of them occasionally attack small parties carrying mails, &c. Their habits make it seem unlikely that civilization would ever make much progress with them. As to the Kikuyu, and the cause of their occasional ruptures with the station, I am unable to speak from experience.

Next to the Uganda natives, those most amenable to civilization appear to me to be the Usoga and Wakamba.

The Imperial British East Africa Company do not appear to have as yet devoted much attention to the improvement of the road or of transport. They have three stations or forts at Machakos, Kikuyu, and Kampala, stockaded huts at Tsavo and Wakolis, and huts at Ts Nzowe and Mummia's. The last four need not be considered as stations.

4. Inhabitants.
5. The Imperial British East Africa Company.

The stations of Machakos and Kikuyu seem to be rather intended as supply stores and depôts for porters than as centres of administration, and their influence does not appear to extend beyond the villages in their immediate neighbourhood.

At Kampala the area of administration comprises the whole of Uganda and its dependencies of Toro, Buddu and Unyoro. The fact that civilization has, at Kampala at any rate, made great advances, is probably partly due to the fact that missionaries have been established in the country for the last fourteen years.

As long as there is only one European at a station, as is now the case at Machakos and Kikuyu, he can hardly be expected to leave his station and its responsibilities for longer than a day, or two at the most; but if there were never less than two Europeans at any station, much more might possibly be done in enlarging the sphere of its influence.

(Signed) RAYMOND PORTAL, Captain,
2/ Royal North Lancashire Regiment.

Inclosure 3 in No. 1.

Health Report of Uganda Commission Caravan.

1. *Europeans.*—The health of all members has been very satisfactory with one exception, no serious illness having occurred amongst them.

One member suffered from slight attacks of malarial fever for the first few days after leaving the coast, and again at Machakos. Since then there has been no return, and he is now in excellent health. Another required to be carried for nearly three weeks, owing to a large ulcer which developed on his leg. Otherwise he was in good health, and the ulcer made a good recovery, so that for the last two weeks of the journey he was able to march without any difficulty.

Three of the members suffered once or twice from gastro-intestinal catarrh, but not of a serious nature, and in no case did it incapacitate for more than two days.

Personally I had several attacks of fever, which at Kikuyu was complicated by hæmaturia, lasting five days. This I attributed to congestion of the kidneys, due to a chill.

I would take this opportunity for stating that it is highly necessary that any one travelling to Uganda should provide himself with some warm clothing. The cold on the Kikuyu highlands and the Mau escarpment is sometimes very severe, so that after the coast heat it constitutes a real danger unless prepared for by suitable clothing and blankets. I am glad to say that since leaving Kikuyu I have had no return of fever, but have enjoyed good health.

2. *Native Force*.—Amongst the natives there was a great deal of sickness, though I am not aware whether more than usual in a large Uganda caravan. I think it should be stated that a large proportion of our porters and soldiers had never been on caravan before, and there were a great number who, being physically unfit, should not have been enlisted. From my notes I find that 300 distinct cases came under notice, and as in few instances did I see them less than four times, it can be safely stated that there were over 1,000 dressings and attendances.

The mortality was high: six porters and two soldiers, one of the latter the day after our arrival at Kampala.

The fatal results were as follows:—

Three from acute bronchitis.

One from pneumonia.

One from pneumonia and pleurisy.

One from dysentery.

One from debility following acute rheumatism. I regret to state that the fatal result in this case was due to the carelessness of the soldiers in charge of him, three of whom were brought up before a court-martial and punished.

One patient, a weakly boy, succumbed, as far as I could see, to sheer debility, the long journey proving too much for his strength.

The following is a brief summary of the chief ailments met with:—

Ulcers: Of these there were sixty-eight cases. At all times a very common complaint among the natives, and still more on the road, where slight scratches and abrasions are of every day occurrence.

Rheumatism and synovitis: Forty-seven cases.

Chest diseases: Forty-six cases. The cold weather on the Kikuyu and Machakos highlands and on Mau is very trying to the scantily-clad porter, and the great majority of chest complaints occurred in these regions.

Fever: Eighteen cases. Most of these occurred before reaching Kikuyu, after which no cases came under my notice till we had crossed Mau.

Diarrhoea: Twenty-three cases. Seven of these before Kikuyu, but the greater number between that place and Mumias, when the diet consisted wholly of Kafir corn-flour, supplemented by game meat when such was short.

Dysentery: Twelve cases.

Venereal diseases: Thirty cases, with one exception, all contracted at the coast. One case the infection I traced to Kavirondo.

Gastro-intestinal catarrh, dyspepsia, &c., twenty cases.

Suppuration in feet after thorns, ten cases.

Abscesses and boils, seven cases.

Blistered feet, twelve cases.

Small injuries, twenty-one cases.

Hernia, three cases.

3. *General Remarks regarding the Country traversed*.—The first 200 miles from the coast consists for the most part of jungle and bush country, fairly healthy, though differing slightly from the coast, as regards the prevalence of malarial fever. As a rule, it is not of a severe type. The water supply is poor, both as regards quantity and quality, but with a little trouble is capable of great improvement.

At Kibwesi, as the elevation increases, the country changes. On reaching Nzoi the ascent becomes more rapid, leading up to the Machakos and Kikuyu highlands.

This part of the country possesses a fine bracing climate, and there should be but little fever. The nights are cold, and the days not unpleasantly warm. There is always a freshness of the air, which contrasts strongly with the parts nearer the coast. The water supply is good.

On descending from Kikuyu into the Massai country there is a marked change. The days are warmer, and the air not so fresh. The nights, however, are fairly cool. This continues until the ascent of Mau, when an altitude of between 8,000 and 9,000 feet

is reached. The climate here is similar to Kikuyu, the nights being even colder: 36 degrees Fahrenheit was the lowest reading observed. Water in abundance is obtainable in the beautiful mountain streams which are crossed at frequent intervals. The ascent of Mau occupied four days, after which there is a gradual descent towards Kavirondo. This part consists of well-watered plains, all of which I should consider very healthy. The same may be said of Kavirondo as far as seen.

On reaching Usoga one enters a country of bananas, the plantations of which extend for miles. The water supply I consider doubtful as regards quality, it being almost entirely drawn from swamps, which at this time of year (March) are almost dry and must be likely spots for malarial exudations. The thick banana plantations and general jungle character of the country would also favour this.

The part of Uganda we passed through is similar as regards swamps, but there are less bananas and the country is hilly and more open. There are numerous streams running off the hills, and along these there is thick bush. The swamps cannot be healthy, but, unlike Usoga, the intervening hills are higher and open, thus affording good sites for healthy stations.

In conclusion, I would say that the country as far as I have seen, is, for a tropical region, wonderfully healthy.

If the ordinary precautions dictated by common sense and prudence be followed, with increased vigilance as regards protecting the head from sun, I think it would be found possible to enjoy very good health.

It should, however, always be remembered that malaria exists, and in proportion as the system becomes debilitated from whatever cause does the liability to malaria fever increase.

I wish further to add that, in my opinion, the ambulance work of the present caravan system is very defective.

After leaving Kikuyu the country for twenty-three marches is entirely uninhabited except by Massai, with whom it is impossible to leave sick men, and no food is obtainable. As far as I know it is not usual to make any special provision, beyond a more or less meagre supply of medicines, for this trying journey, including though it does the ascent of Mau, where amongst a large body of men one is bound to have a large number sick. After the experience I have had on this journey, I would take the liberty of making suggestions:—

1. In addition to a good stock of medicines every caravan should carry—

(a.) A good sized tent with half-a-dozen blankets for bad cases of illness.

(b.) A load of medical comforts for use among porters, containing brawn, beef tea, tinned milk, &c.

(c.) At least two good canvass hammocks.

2. There should be for every 100 porters ten Askari, who when engaged should be made to understand that it will be their duty to carry sick men if unable to travel and the loads of such men as are unfit for loads. This, indeed, is the standing rule for all Company's caravans.

(Signed)

R. MOFFAT, M.B.

Kampala, April 4, 1893.

No. 2.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord,

Port Alice, May 24, 1893.

IN my immediately preceding despatch I endeavoured to give a brief description of the nature of the road and country lying between the coast and the Somerset Nile. I now propose to sketch, as rapidly as possible, the salient features of the situation which existed on our arrival in Uganda itself.

The physical and geographical conditions of this country have already been so frequently described that it is enough, for the purposes of this despatch, to say that it consists, throughout the greater part of its extent, of a close agglomeration of steep, rounded hills, varving from 300 to 600 feet above the level of Lake Victoria, and divided one from the other by swampy valleys containing either a stagnant marsh overgrown by tall rushes and papyrus grass, or a sluggish, muddy stream, slowly oozing through dense masses of tropical vegetation and tangled undergrowth. The hill-sides, and such parts of the valleys as are not swamps, are undoubtedly fertile, and would bear with great luxuriance almost any crop which might be put into them. In comparatively recent

times the whole country appears to have been extensively cultivated in every direction, but the result of the wholesale massacres conducted by the present Sultan Mwanga and his predecessor, Mtesa, and of the successive religious wars by which Uganda has been devastated, is that at present there is no cultivation except in the immediate neighbourhood of villages, and nothing appears to be grown throughout the country except bananas and plantains of many kinds, sweet potatoes, and a few beans. In the neighbourhood of the capital a few patches of Indian and other corn may be seen, but these are grown principally for sale to the Europeans or to the Nubian soldiers at the Fort. The native people are perfectly contented with an unchanging diet of bananas and plantains cooked in many different ways, with the occasional addition, in the case of Chiefs, of a little beef or mutton.

The climate of Uganda is temperate, with a mean annual average of 70° Fahrenheit; the rainfall is moderate, and is distributed throughout the year, with an annual average of about 51 inches; there is more rain in April, May, and June than in other months. The country is, on the whole, by no means unhealthy for Europeans if they exercise ordinary care.

It is impossible, within the limits of a despatch, to examine the divisions, relative positions, and probable origin of all the different races who now occupy the northern and western shores of Lake Victoria; it is enough for present purposes to divide them into the Waganda—dark coloured and woolly-haired—who form the large majority of the population, and the Wahuma, or Bahima or Bayma, a race of herdsmen now looked down upon by the Waganda, but probably the remains of a conquering invasion of some tribes of Galla or Abyssinian origin. These Wahuma are by far the most prepossessing in appearance; with clear cut faces and aquiline features, they offer a strong contrast to the coarser and more sensual type of the now dominant Waganda.

The total number of the population of Uganda proper has been variously estimated. Mr Stanley put it at 3,000,000; an English missionary, in about 1879, estimated it at 5,000,000; a member of the Church Missionary Society, now here, estimates the number of its converts at 1,000,000, and the whole population of the country at 1,500,000; but Captain Williams told me that he did not think that the total number of inhabitants exceeded 250,000. The best authorities on the subject are, however, the French missionaries, who remain in Uganda for many consecutive years, and become thoroughly acquainted with the country and people. A careful computation has been made by these gentlemen, extending over several years, and reckoning province by province and village by village. The work was interrupted by the late war, and it is not yet complete, but Mgr. Hirth informs me that it is sufficiently advanced to enable him to say with some confidence that the total population of Uganda will be found to be over 400,000, but under 500,000. From what I have myself been able to see of the country, and from the Reports of all the officers now here who have travelled through it in every direction, I should say that Mgr. Hirth's estimate may be accepted as the most correct.

The form of government of Uganda is nominally a despotic Monarchy, and in the days of the late Mtesa it was really so; but his successors, and notably the present King Mwanga, have been unable to maintain either the prestige or the power of the Crown. The elective principle is not unknown, for on the death of a King his successor used to be chosen, by a conclave of the principal Chiefs, from among any of his surviving brothers or children. It was seldom, however, that the Crown descended otherwise than from father to son, as one of the first acts of a new Sovereign was to hunt out and put to death all his contemporaries having Royal blood in their veins. It is a curious fact that the eldest son was not even accepted as a candidate.

The great Council, consisting of about a dozen Chiefs, now hold nearly all the power in the country. It must, however, be remembered that, at the time when I arrived, the whole population of Uganda was divided into three semi-religious parties, two of which acknowledged no authority on the part either of Mwanga or of his Council.

Uganda is divided into ten provinces, each of which is under the nominal governorship of a Chief. Under these Governors again are an immense number of minor Chiefs, one below the other in a complicated system of transmitted authority. For instance, if we take the Province of Chagwe, lying along the left bank of the Nile, we find that the Governor of Chagwe transmits his orders to four sub-Governors of different districts, who exercise a doubtful control over eighteen minor Chiefs, and these, in their turn, are the direct superiors of twenty-three others, under whom again are a large number of Headmen of villages. In theory, at first sight, this organization would appear to be not a bad one; in practice, it has proved to be the cause of a vast system of oppression and robbery. The unfortunate peasantry are forced to toil for the support and glory of an

immense number of useless and idle petty Chieftains, who would think it beneath their dignity to do a stroke of any sort of work from one end of the year to the other. In recent times, even the smaller Chiefs had powers of life and death over the peasants, and although this has been stopped, there can still be no doubt that cruelty and oppression in various forms are rife throughout the provinces.

Economically, the present system is as bad a one as could be devised; certain taxes in kind have to be paid to the King from each province; these taxes are levied solely from the lowest classes, but as they have to pass through the hands of a long gradation of Chiefs, the amount which ultimately reaches the King does not represent more than a fifth part of what has been paid by the villagers. Besides the taxes in kind, every province is forced to contribute annually a certain number of men to work for the King without payment. They are employed chiefly in building new houses for the King and his numerous women. Since the war at the beginning of 1892 no taxes in kind or in labour have been contributed from the Catholic party, and only to a very small extent by the Mahomedans. In each province, again, there are many semi-independent estates or separate divisions which are not under the authority of the Governor or any of his satellites. The King, his mother, sister, the Katikiro or Vizier, the Commander of the soldiers, the Chief of the canoes, and several others, each possess, *ex officio*, estates in every province, with all the organization of sub-Chiefs as in the Provincial Government, and with great numbers of slaves, peasants, and farmers, who owe allegiance only to their own immediate superior.

I have ventured to trouble your Lordship with these details, as they serve to explain in some measure the great importance attached by the Bishops and political leaders of the opposing parties to the possession on their side of certain Chieftainships or provincial Governorships. The acceptance by a great Chief of the Protestant creed may mean the addition of 1,000 fighting men to the Protestant cause, while the appointment of a Catholic Governor to the command of a province may mean that every Chief, sub-Chief, and villager in that province has to make up his mind quickly between embracing the same faith, or being forthwith turned adrift and deprived of his house, dignity, or position.

As your Lordship is aware, the war of 1892 ended in a redistribution of provinces among the different religious sects. The causes and conduct of that war need not here be further discussed; the results were that the Catholic party was defeated and driven into the Province of Buddu, which was assigned to it by Captain Lugard. At the same time, the Company's representative made a Treaty with the Mahomedan Waganda, in virtue of which they received for their share the three Provinces of Katambala, Kitunzi, and Kasuju. The six remaining provinces were left in the hands of the Protestants. Mwanga at the same time became a Protestant himself, and with him a very large number of Chiefs and followers of every degree, who hold their offices directly from the King.

The miserable history of Uganda for the last few years is sufficient to show how inextricably religion and politics are interwoven in this country, and I fear that the narrow fanatical nature of the people forbids us to hope for any great improvement in this respect for several years to come. The three great parties of Mahomedans, Catholics, and Protestants, although nominally divided one from the other only by religious tenets, are in reality adverse and jealous political camps; and the leadership of two of these camps, theoretically exercised by King or native Chiefs, is practically in the hands of European missionaries.

I am extremely unwilling to enter into a discussion of the dangerous subject of missionary interference with politics, but in submitting to your Lordship a description of the existing state of affairs in Uganda, it is impossible to avoid an allusion to so important a factor of the whole question. That the missionaries, on both sides, are the veritable political leaders of their respective factions, there can be no doubt whatever. As regards the Catholics, Mgr. Hirth and the Fathers would probably be the first to admit this to be the case. On the Protestant side it is not, I believe, admitted, but the fact unfortunately remains. It must be allowed that it would have been extremely difficult for the missionaries to have avoided the position of political leadership which has been thrust upon them. The religious and political parties in the country being identical, the direction of the one would seem almost inevitably to entail control of the other. The native Chieftains, on both sides, are accustomed to go for spiritual advice and for religious teaching to the white men, and it was natural that they should appeal to the superior European knowledge for help in their political differences. It would, no doubt, have required very great tact and judgment on the part of these gentlemen to keep the two classes of questions apart without losing their influence over their converts,

especially as, in the fanatical and excitable nature of the native religion and politics are as closely combined as they were in the minds of the Masai's Dervishes. The present state of affairs is that the natives on both sides have acquired the habit of appealing to their respective missionaries on every possible question. Whether it be a personal quarrel with one of the opposite faction, an assault case, an eviction from a plantation, a murder, a Decree from the King, or a decision or order from Her Majesty's Commissioner. There has thus grown up a sort of dual or even triple system of government, which adds very seriously to the difficulties of administration.

It will from this be readily understood that the race for converts now being carried on by the Catholic and Protestant Missions in Uganda is synonymous with a race for political power. To-day, the Protestants are the strongest and the most numerous party; to-morrow a successful battle might place the Catholics in a dominant position, and, in such case, that religion would gain on the next day many thousands of converts from among those who are now reckoned as belonging to the Protestant party. Catholics and Protestants here seem to look upon each other as natural enemies; no doctrine of toleration, if it has been taught on either side, appears to have been received by the native Christians; the fear of English officers and of the Nubian soldiers at the fort may keep them from overt acts of hostility towards one another while this control remains here, but as soon as it is withdrawn, the war of extermination will at once be renewed. It is this feeling which, since the introduction of the two forms of Christianity into Uganda, has cost so many hundreds of lives, and has thrown the country fifty years back in its advance towards prosperity. It is deeply to be regretted that the avowedly great influence of missionaries in Uganda is not used to introduce a spirit of tolerance and peace even at the risk of the loss to the party of some political power or a few wealthy Chieftainships.

Of the Mahomedan party but little need be said. They are numerically inferior to either of the Christian sects; they possess fewer guns and less ammunition; they have no system of propaganda, and, above all, they have no European leaders. They are probably not less fanatical in their faith than the adherents of the two other parties; in fact, there are, perhaps, fewer Mahomedans than Christians who are prepared to change their religion for the sake of political advantage, but their weakness in numbers, organization, and fire-arms will prevent them from ever becoming an element of serious danger, except in the event of a fresh war between the Christian sects. Whether it was a wise policy on the part of the British East Africa Company to have brought the Mahomedans back into the country, and to have allotted to them three provinces, is not a question which I need discuss here; it would, at all events, be an act of injustice to turn them out again—a step which I have been urged by high authorities to recommend, unless by rebellion or other misconduct they bring such punishment upon themselves.

The strength of the Mahomedans lies, in the event of the withdrawal of all English control, in their power to hold the balance between the two divisions of Christians. Although it is denied by the Christian Chiefs, there can be but little doubt that, when the withdrawal of the Company's forces was announced, overtures for alliance were made to the Mahomedans almost simultaneously by the Chiefs of the Catholics and of the Protestants. Any two of these parties acting together could undoubtedly crush the third, and, with this power in their hands, it is doubtful whether the Mahomedan leaders have sufficient perspicuity to see that their own annihilation at the hands of their successful allies would be an inevitable sequel to a renewal of hostilities on these terms.

But even in the event of a continuance of the peace which now appears to reign in Uganda, it is probable that, in the course of very few years, they will cease to be a political factor of any importance. Their power will be wrecked on the same rock which is threatening the existence of so many other Mussulman States—that of slavery. Their Protestant and Catholic neighbours profess, in theory at least, to discourage the system of slavery, and to call their followers by the more dignified names of adherents, servants, or peasants, and, in pursuance of this theory, they decline to give back to the Mahomedans slaves of the latter who have run away from their masters. The result of this is, that the slaves of the Mahomedans are escaping in great numbers across the frontiers of their allotted provinces; it is no longer possible for the masters to recruit their numbers in the old fashion by making rans on their neighbours; and as it would be altogether against the traditions and the nature of an Uganda Chieftain or proprietor, even of the smallest degree, to work himself, we may see the estates of the Mahomedans growing more and more impoverished and falling out of cultivation, until by mere force of poverty, by consequent emigration, and loss of political influence, the whole Mahomedan party in Uganda becomes completely disintegrated.

It is scarcely necessary to say that a race of people who have attracted so much attention in Europe during recent years offers, in several respects, a striking contrast to the African tribes inhabiting the neighbouring countries. A traveller entering Uganda is at once struck by the apparent intelligence, the decent clothing, the graceful manners, and the general air of superiority of the natives of this country, and of their kindred of Usoga. On every side are seen signs of a nascent civilization mingled with the evidences of ruthless destruction and devastation by war or by savage despotism. The inhabitants of Uganda are undoubtedly of a higher intellectual type than any of their neighbours; they are eager to learn, and I am informed by both French and English missionaries that they show a remarkable aptitude in learning. They are quick to see some of the material advantages of civilization, and to wish to imitate them.

Character of
people.

It is to be feared that but a proportion of the adherents of the so-called Catholic and Protestant parties can truly be called Christians, yet Christianity has undoubtedly taken a firm hold on the country, and the persecutions instituted by Mwanga a few years ago afforded sufficient proof that among the people were a considerable number of sincere Christians prepared to die for their faith. Although not remarkable for bravery in war, the Waganda cannot be called cowards, and at all events they fully appreciate the advantages to be gained by the possession of fire-arms of a modern and quick-firing pattern. They are inordinately proud of their race, haughty and insolent to those whom they consider their inferiors, and most conservative in clinging to their traditional customs and forms of government.

These qualities all tend to mark out the Waganda for a leading position among the native races of Africa, and as a means for the introduction of a higher civilization into a great part of the continent. Unfortunately, they have other characteristics, equally universal, which go far to neutralize the good impression which is at first formed of them. Their pride is almost synonymous with arrogant conceit, and is connected with a hopeless and unconquerable laziness which would lead a Chieftain, or even a petty administrator of a wretched village, to sink into the direst poverty rather than do a stroke of work with his own hands. From highest to lowest, they are almost universally untruthful. Native accounts of any transaction, or native evidence in a trial, may be regarded as valueless. Instances of this have come before me almost every day since my arrival here, and it is, unfortunately, a point in the national character which will always add greatly to the difficulties of administration.

The guidance and development of such a people as the Waganda must depend very largely upon the character of the ruler. Although King Mwanga has been so often depicted, I venture, for the sake of convenience, to submit to your Lordship a few notes on his career and on his more conspicuous qualities.

King Mwanga.

Mwanga ascended the Throne in 1884, and, being then a sympathizer with the Mahomedan party, though not himself a Mussulman, signalized the commencement of his reign by inaugurating a series of barbarous persecutions of all Christians, but he abstained from lifting his hand against any Europeans until in 1885 he ordered the cold-blooded murder of Bishop Hannington and of his fifty followers.

Before 1886 he left the Mahomedans, and placed his trust solely on the old heathen party, with whose help he was able to carry on an unremitting series of murders of Christians and Mahomedans alike.

In September of the same year he made an attempt to exterminate at one blow all the remainder of the Catholics, Protestants, and Mahomedans in Uganda; this effort was unsuccessful; the Christians and Mahomedans combined and expelled Mwanga from the country, placing his brother Kiwewa on the Throne. The Christians and Mahomedans then divided against each other; the leaders of the former were murdered, Kiwewa was deposed, and another brother, Karema, was elected King. Meanwhile, Mwanga, in exile, had declared himself to be converted to Christianity, and joined the Catholic party; the two Christian sects combined in 1889, drove out the Mahomedans after a series of battles, and again placed Mwanga on the Throne. He himself had been careful to avoid taking any part in the actual fighting, and remained at a safe distance on an island until he heard that the Christians were masters of the capital. The next year, as the Mahomedans, who had collected in the north, were reported to be approaching the capital, Mwanga precipitately fled back to his island, but returned again as soon as he was assured that the Christians were able to hold their own.

In March 1890 Mwanga made a Treaty of Friendship and Protection with Dr. Peters, who had just arrived with a German expedition; the following month, however, Dr. Peters having left Uganda, he entirely ignored this Treaty, and made another one with Mr. Jackson, accepting the flag and protection of the Imperial British East Africa Company. All through this time, difficulties and undisguised hostility were rapidly

increasing between the two Christian parties, but the Catholics being by far the most powerful and numerous, Mwanga remained a Catholic.

In the spring of 1892 war broke out; the Catholics having been defeated by the troops of the Imperial British East Africa Company and driven into Buddu, Mwanga declared himself a convert to Protestantism, to which he nominally adheres up to the present time.

I have ventured to give this brief résumé of the recent history of Uganda, as showing, more clearly than could any description, the public character of the man who is now King of that country. Mwanga has now but little real power in the country, although a large number of people of the peasant class have an almost superstitious reverence for the title of King, and profess themselves to be adherents of that party of which the religion is professed by the actual occupant of the Throne. The Catholic and Mahomedan Chiefs, on the rare occasions when they see him, treat him with only compulsory respect, while even the leaders of the Protestants defer but little to the wishes of the King, and are accustomed to dictate the policy of their party without even going through the form of consulting him. In conversation, Mwanga's manners are agreeable, and he is not deficient in intelligence; the English missionaries, who are now constant visitors at his Palace, state that he shows considerable aptitude in learning the arts of reading and writing.

gn relations. The Kings of Uganda claim sovereignty over the neighbouring States of Usoga on the east, Koki and Ankori on the south-west, and sometimes even advance this pretension with regard to Unyoro on their northern and western frontier. With the exception of Unyoro, these States pay an occasional contribution to Uganda, of varying amounts and at irregular intervals; but this payment may be looked upon as blackmail rather than a recognized tribute, and even its payment does not exempt them from being the favourite fields for the raids of the better-armed Waganda, who from time to time make inroads into these countries, and carry off all the women, slaves, cattle, and ivory on which they can lay their hands. The conduct of foreign relations with these neighbouring States is left, subject to the approval of the King, in the hands of the Governor of the province bordering on their frontiers. Thus, all dealings with Usoga are carried on through the Chief of Chagwe, who claims a large share of the spoil captured in the frequent raids into that country, and similarly, communications, usually in the form of demands for women and slaves, with Koki or Ankori, pass through the intermediary of the Headman of Buddu.

As Usoga lies on the road from Uganda to the coast, it was found that this raiding system gave rise to an infinity of trouble to European caravans; it also became evident that any Power exercising a control over Uganda must maintain a similar preponderance in Usoga. I have therefore left, since my arrival, a force of 100 soldiers under an English officer at the chief town of Usoga, with instructions to repel, if necessary by force, any raids of the Waganda into that country. At the same time, all the Chiefs of Usoga were summoned here, and a definite system of taxation was arranged with them and the King, under which the annual amount of ivory, cattle, &c., to be paid by each Usoga Chieftain was agreed to both by themselves and by Mwanga. These taxes are to be paid at fixed periods twice a-year to emissaries from the King, and in the presence of the English officer commanding in Usoga. On the other hand, Mwanga undertook to demand nothing more than these amounts, and to put a stop, once for all, to the system of raiding into that country. The conclusion of this arrangement was announced by Mwanga himself in my presence to a great assembly of all the Chiefs of Uganda and of Usoga, and both parties appeared to be equally satisfied at its conclusion, especially when Mwanga, at my instance, publicly announced his promise that raiding should cease, and that no demands above these authorized taxes should be made on the Usoga Chiefs.

The Kingdom of Unyoro, extending all along the northern and north-western frontiers of Uganda, is ruled by the notorious Kaba Rega, who has made himself famous by his hostility to Europeans and by his maltreatment of Sir Samuel Baker and of Captain Cassell. He is reported to be immensely rich in ivory, which he sells for powder and guns to the traders from the German sphere, who, by entering Unyoro on the west side, avoid passing through Uganda territory, and also avoid the payment of any customs duties except at the German coast. Kaba Rega carries on a constant system of raids, principally on the western side towards the Albert and Albert Edward Lakes, and into the district of the foot of Mount Ruwenzori. His people also make occasional inroads for slaves into the northern provinces of Uganda. A little time before the arrival of the Imperial British East Africa Company's representative had sent a demand to Kaba Rega, demanding from him, on pain of immediate war, a

very large payment of ivory. The answer to this message did not arrive until after the evacuation of Uganda by the Company, and was in the form of a challenge to come and take the ivory by force. As Her Majesty's Government had no responsibility for the dispatch of the original message, I did not think it necessary to take any notice of the reply; but this episode is no doubt unfortunate, and will be interpreted by the King and people of Unyoro as a proof of European bluster and weakness. So long as Kaba Rega lives, there appears to be little likelihood of Unyoro coming peacefully under European domination or influence, although it is quite possible that the country may be opened to genuine traders, whether Arab, native, or English. Moreover, so long as Kaba Rega is prevented, as he easily can be, from raiding into and overrunning Uganda itself, if any English control is to be maintained over this country, I can see no object worth gaining by a forcible subjugation of Unyoro.

As regards the remainder of the semi-dependent countries, all that need be said is that their inhabitants appear to be very well disposed to Europeans, and that they would all eagerly welcome the establishment of any system which would free them from the oppression of the slave raids of the hordes of Waganda warriors.

The only other country which needs mention is the district of Toru, at the foot of Toru. Mount Ruwenzori. The Company's Representative appointed Kasagama to be Chieftain of this district, and made a Treaty with him promising him British protection.

Close to Toru, on the Albert Edward Lake, the Company established a garrison of thirty Swahilis to maintain control over a salt lake which, it was reported, would prove to be of great value. Major Owen thinks this garrison insufficient, and has been authorized to increase it to fifty men, but as it appears that the produce of this salt lake barely pays the expenses of this small garrison, and as the former ideas about its probable value appear to have been founded upon a misconception, it is open to doubt whether it is worth the risk of keeping so small a garrison at so great a distance from Uganda.

This completes my review of the existing situation, and although within the limits of a Report of this nature it is impossible to give more than the outlines of the more prominent features, yet I trust that the foregoing description will be sufficient to assist your Lordship to form a judgment as to the value of the solutions of this most difficult and complicated Uganda question, which I shall have the honour to submit in a subsequent despatch.

I have, &c.

(Signed) G. H. PORTAL.

No. 3.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord, *Kampala, May 29, 1893.*

I HAVE the honour to inclose herewith an Agreement which I have made with Mwanga with the object of insuring and defining the position and authority of Her Majesty's Representative in this country, until the decision and further instructions of Her Majesty's Government on the whole question can be conveyed to him.

The Agreement itself calls for but few remarks. It was entered into by Mwanga of his own free will and at his request, after consultation with his Chiefs. Every clause and every sentence was carefully explained to him and his Council, and a copy was left in his possession for about a fortnight before its signature. In order to sign it, Mwanga himself came to the Fort at Kampala accompanied by his principal Chiefs.

Under this Agreement Her Majesty's Acting Commissioner will be under no obligation to interfere in the details of local administration, but he is at liberty to exercise his discretion as to hearing appeals and as to interposing in cases of cruelty or notorious injustice.

As regards slavery, Mwanga binds himself not only to put a stop to all importation, exportation, sale, or exchange of slaves, but also to carry into effect any measures having for their object the complete ultimate abolition of the status of slavery in Uganda, which may be dictated by Her Majesty's Government.

Finally, I have the honour to point out that by Article 16, whereas Mwanga has bound himself either to renew this Agreement or to make a Treaty in a similar sense should he be required to do so, the liberty of action of Her Majesty's Government as regards the whole question is in no way prejudiced, and that the pledges which I have given regarding the presence and duties of a Representative of Her Majesty are only

binding until such time as your Lordship's instructions on the subject shall reach Uganda.

I have, &c.
(Signed) G. H. PORTAL.

Inclosure in No. 3.

Provisional Agreement between King Mwanga and Sir G. Portal.

Agreement between Mwanga, King of Uganda, and Sir Gerald Herbert Portal, Knight Commander of the Most Distinguished Order of St. Michael and St. George, a Companion of the Most Honourable Order of the Bath, Her Britannic Majesty's Commissioner and Consul-General for East Africa, &c.

1. WHEREAS the Imperial British East Africa Company have now definitely withdrawn from Uganda.

2. And whereas I, Mwanga, King of Uganda, am profoundly and sincerely desirous of securing British protection for myself, my people and dominions; as also assistance and guidance in the government of my country.

3. I, the said Mwanga, do hereby pledge and bind myself to the following conditions with the object of securing the British protection, assistance, and guidance before mentioned:—

4. I undertake to make no Treaties or Agreements of any kind whatsoever with any Europeans of whatever nationality without the consent and approval of Her Majesty's Representative.

5. I freely recognize that so far as I, the King, am concerned, the sole jurisdiction over Europeans and over all persons not born in my dominions, and the settlement of all cases in which any such persons may be a party or parties, lie exclusively in the hands of Her Majesty's Representative.

6. In civil cases between my subjects, the Court of Her Majesty's Representative shall be a Supreme Court of Appeal, but it shall lie entirely within the discretion of the said Representative to refuse to hear such appeals.

7. In criminal cases where only natives are concerned, it is left to the discretion of Her Majesty's Representative to interfere, in the public interest and for the sake of justice, to the extent and in the manner which he may consider desirable.

8. And I, Mwanga, the King, undertake to see that due effect is given to all and every decision of the Court of Her Majesty's Representative under Articles 6 and 7.

9. I, Mwanga, fully recognize that the protection of Great Britain entails the complete recognition by myself, my Government, and people, throughout my Kingdom of Uganda and its dependencies, of all and every international act and obligation to which Great Britain may be a party, as binding upon myself, my successors, and my said Government and people, to such extent and in such manner as may be prescribed by Her Majesty's Government.

10. No war or warlike operations of any kind shall be undertaken without the consent of Her Majesty's Representative, whose concurrence shall also be obtained in all serious matters of State, such as the appointment of Chiefs or officials, the political or religious distribution of territory, &c.

11. The assessment and collection of taxes, as also the disposal of the revenues of the country, are hereby made subject to the control and revision of Her Majesty's Government in such manner as they may from time to time direct.

12. The property of Her Majesty's Government and of their officers, and of all servants of Her Majesty's Government, shall be free from the incidence of all taxes.

13. Export and import duties on all goods leaving or entering Uganda and its dependencies shall be leviable by Her Majesty's Government for their sole use and benefit. These duties shall be fixed in accordance with the provisions of the General Acts of Berlin and Brussels of 1885 and 1890 respectively, and of any International Agreements arising from the same and to which Great Britain is or may become a party.

14. The foreign relations of Uganda and its dependencies are hereby placed unreservedly in the hands of Her Majesty's Representative.

15. Slave-trading or slave-raiding, or the exportation or importation of people for sale or exchange as slaves, is prohibited. I, Mwanga, also undertake, for myself and my successors, to give due effect to such Laws and Regulations, having for their object the

complete ultimate abolition of the status of slavery in Uganda and its dependencies, as may be dictated by Her Majesty's Government.

16. In consideration of the above engagements on the part of Mwanga, King of Uganda, I, Gerald Herbert Portal, K.C.M.G., C.B., Her Britannic Majesty's Commissioner and Consul-General for East Africa, on behalf of Her Majesty's Government, do hereby agree to appoint and leave a British Representative with a sufficient staff to carry out the provisions of this Agreement, which is entirely subject to the approval and ratification of Her Majesty's Government, and is therefore only binding until such time as the decision of Her Majesty's Government can be conveyed to, and reach Uganda. In the event of Her Majesty's Government being willing to assent to the above conditions and terms, Mwanga, the King, undertakes hereby, on behalf of himself and his successors, to make a Treaty in the above or a similar sense either in perpetuity or for such specified period as Her Majesty's Government may desire.

17. The present Agreement supersedes all other Agreements or Treaties whatsoever made by Mwanga or his predecessors.

18. This Agreement shall come into force from the date of its signature.

In faith whereof we have respectively signed this Agreement, and have thereunto affixed our seals.

Done in duplicate at Kampala, this 29th day of May, A.D., 1893.

(Signed) KABAKA (King).
G. H. PORTAL.

Witnesses to the signatures of King Mwanga and Sir Gerald Portal :

(Signed) ERNEST J. L. BERKELEY.
KATIKIRO APOLLO.

Kampala, May 29, 1893.

No. 4.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord,

Port Alice, May 29, 1893.

WITH reference to your Lordship's instructions to me of the 10th December last, I have the honour to state that I have decided that it will be expedient that I should myself return to the coast in order to be able to give any explanations of my Report, or of the situation here, which may be desired.

I have therefore, as a temporary measure, given a commission to Captain J. R. L. Macdonald, R.E., as Acting Commissioner in Uganda and its dependencies, Usoga and Kavirondo, pending the decision of Her Majesty's Government on the whole subject.

Captain Macdonald will have under his command a force of 500 Soudanese and 50 Zanzibari soldiers, the latter remaining in Usoga. He will also be assisted by the following officers:—

Major Owen and Mr. Grant on the western frontier and in Toru, with a force of 200 Soudanese and a sufficient number of Swahili porters.

Mr. Zschatzsch in Usoga, with 50 Zanibari soldiers and about 25 porters.

Lieutenant Arthur, in command of the 300 Soudanese at head-quarters and at Kampala.

Dr. Moffat, Mr. Reddie, and Mr. Wilson, store-keeper and accountant.

I have the honour to inclose herewith copy of the instructions which I am leaving with Captain Macdonald for his guidance, until any communication from your Lordship can be received. I have framed these instructions on the lines indicated in my Report of the 24th instant.

I have, &c.
(Signed) G. H. PORTAL.

Inclosure in No. 4.

Sir G. Portal to Captain Macdonald, R.E.

Sir,

Port Alice, May 29, 1893.

I BEG to inclose herewith a Commission under my hand and seal, appointing you, subject to subsequent ratification by Her Majesty's Secretary of State, to be an Acting Commissioner in Uganda and its dependencies, Usoga and Kavirondo.

It will be your duty to watch over British interests in these countries, and to insure the observance, so far as they are applicable, of the Acts of Berlin (1885), and of Brussels (1890). The powers to be exercised by you under this Commission are defined in, "The Africa Order in Council, 1892."

You will have a sufficient staff of Europeans and a sufficient force under your command to protect the British flag at such forts where it may be hoisted, and to insure the safety of yourself, your staff, and of such Europeans or others to whom protection may be offered within the precincts of these forts. It is, of course, understood that it is no part of your duties to detach troops to guard Europeans at their respective domiciles, but you are at liberty to exercise your discretion on this point in special cases which should afterwards form the subject of a Report to Her Majesty's Agent and Consul-General at Zanzibar.

You should abstain, as far as possible, from interference with the internal administration of the country, but you may use your discretion as to interposing in the interests of humanity in any case of cruelty or injustice which may be brought to your notice.

You may also consent to hear cases of appeal, whether in criminal or civil suits, which may be referred to you; but where the parties are of different creeds, you should insist that at least one of the two Katikiros, or the recognized Head of the Mahomedan party should appear to conduct the case in person, and, before hearing it, you should exact an undertaking in writing from both appellant and defendant that they will be finally bound by your decision; and they, as well as the King, will be held personally responsible for its due execution. In order to prevent the too frequent recurrence of such cases in trivial matters, it will be advisable that, in civil suits or in criminal cases ending in a fine, you should charge a fee not exceeding a value of 2 per cent. of the property in dispute or of the fine. This fee should be paid to the credit of Her Majesty's Government, but you may exercise your discretion as to waiving this fee in special cases.

You should refuse to entertain any case brought before you by Europeans, not being officers of the Uganda staff, unless these are themselves parties in the case.

You will hear and decide all cases between Europeans, or between Europeans and natives. If any force is necessary for carrying out your decision in the latter class of cases, and if the force has to be used against the native plaintiff or defendant, you should call upon the King to supply it.

You will be especially careful to avoid allowing the troops of the English Government to be used for ordinary police work. It is clearly understood that these troops are primarily for the protection of the persons of the Acting Commissioner and his staff, or of any Europeans who may take refuge in the forts, of the property of Her Majesty's Government, and for the repulsion of invasion of Uganda by any foreign enemy. They may also be used for the suppression of civil war or any serious revolt against the King's authority, when it is quite clear that the forces at the King's disposal are unable to cope with such emergency. The troops should never, if it can possibly be avoided, be used in small parties, or without being accompanied by an English officer.

The present force of Soudanese soldiers has been recruited partly in order to obviate the danger to the western frontier of Uganda caused by the presence of a large number of armed but unenlisted Soudanese ex-soldiers of the Egyptian Government. If it becomes evident that this force is more than is required for the protection of the flag and for the other purposes described above, you will take every opportunity of gradually reducing it to such dimensions as may be necessary.

You will for the present have a general control over the whole system of communications, and the officers engaged in that service, between Uganda and Kikuyu.

Your reports as to the progress of events in Uganda, and also your Quarterly Accounts, Returns of men, stores, arms, &c., should be addressed to Her Majesty's Agent and Consul-General at Zanzibar, on whom you are authorized to draw for such sums as may from time to time be required.

I am, &c.

(Signed)

G. H. PORTAL.

No. 5.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord, *Guasso Massa River, 220 miles from Kampala,*
June 25, 1893.

IT is with the deepest regret that I have to report the death, of malarial fever, at Kampala, on the 27th May, of Captain Melville Raymond Portal, the Loyal North Lancashire Regiment, one of the officers attached to this Commission.

I have, &c.
(Signed) G. H. PORTAL.

No. 6.

Sir G. Portal to the Earl of Rosebery.—(Received August 25.)

My Lord, *Guasso Massa River, 220 miles from Kampala,*
June 25, 1893.

I HAVE the honour to inclose copy of a letter which I have just received from Captain Macdonald, who, as I have already reported, was left in charge of the conduct of affairs in Uganda after my departure.

From this letter it appears that Captain Macdonald fears grave complications arising with the Mussulman party in Uganda, and that he is also afraid lest the Soudanese troops in Uganda may be disaffected, and make common cause with the native Mahomedans.

This last fear is apparently based on a verbal message sent to him by Selim Bey, the chief officer of Emin Pasha's Soudanese brought from Kavalli's by Captain Lugard. Captain Macdonald, on this account, asks me to return to Uganda.

I propose, therefore, to return at once with Colonel Rhodes and Lieutenant Villiers and a party of fifty of the Zanzibar soldiers.

I have instructed Mr. Berkeley to proceed to the coast with all speed in charge of my despatches on the subject of my mission. Mr. Berkeley will be fully able to supply your Lordship with any explanations or supplementary information which may be required.

I have, &c.
(Signed) G. H. PORTAL.

Inclosure 1 in No. 6.

Captain Macdonald, R.E., to Sir G. Portal.

Sir, *Kampala, June 16, 1893.*

I HAVE the honour to inform you that I have to-day received from Selim Bey, from Port Alice, a mutinous message *re* the Mahomedan question as per inclosure.

The Mahomedan question, which I considered happily ended, is thus reopened in a most serious form, and I consider that any temporizing with Selim Bey would certainly lead to disaster. I have accordingly decided to take determined steps, as being those most likely to cow hostile action and prevent a terrible war.

I have sent orders to-night to Mr. Reddie at Port Alice to send off all sick in the boats to Munyuyu, nominally to bring round stores, and then, in company with Mr. Gedge, to march to Kampala with all Swahilis, telling the Soudanese that there may be trouble between the King and the Mahomedans, that I do not want them to fight against the latter, but that my orders to all who obey the Queen's Representative and are true to their salt are to remain quietly at Port Alice and guard Her Majesty's stores. Mr. Reddie is also to dispatch a letter to Bukoba (?) * to warn the Catholics to be on their guard.

I shall, to-morrow morning, get the Europeans into Kampala, and during afternoon parade call up the native officers, tell them the same thing, and direct all Soudanese who are loyal to move into the old Zanzibar camp, guarding the fort with Europeans and Swahilis only. This will secure the Maxims and ammunition, and I fancy the

Probably "Buddu."

troops here will be loyal. I shall get Mbogo into the Fort, and get him to send to the Mahomedans at Utete to say that should they really want peace and to build for the King as they have said, they must send me four Chiefs as hostages, including Juma and the Mujassi. I shall warn the Christians of the serious state of affairs, and should the Mahomedans not send in the hostages the Christians will attack Utete next day before any disaffected Soudanese from Port Alice arrive. I am in hopes that this action on my part will cow opposition here. I shall send messengers via the Mukwenda's to Major Owen and Mr. Grant, directing them to move into Toru, and with their Swahilis and loyal Soudanese hold out there till they hear from me or are relieved. The position of these officers will be most serious, I am sorry to say, but so it will be whatever action I take here. I shall send a letter with this to Captain Arthur to hurry here, and orders to M. Zschatzsch to concentrate at Lubwa's. The Protestant missionaries in Chagwe are comparatively safe, those in Singo I will warn to go out to the island in the Mukwenda's Lake, where they will be safe. The Catholic missionaries in Buddu will be safe.

I sincerely trust that this rapid action on my part will quell this serious mutiny, but the position is very critical, and I have the honour to request your immediate return, if to do nothing else but mete out adequate punishment.

I have, &c.

(Signed) J. R. L. MACDONALD.

Inclosure 2 in No. 6.

Message from Selim Bey to Captain Macdonald, R.E.

TO-DAY Selim Bey, at Port Alice, sent through a Chawish of the 3rd Soudanese Company a mutinous message on the Mahomedan question, to the following effect:—

That he heard that there was a probability of a fight between the King Mwanga and the Waganda Mahomedans; that he had told Mbogo not to fight, but warned me that if I allowed the King Mwanga to fight the Mahomedans, that he, Selim Bey, as he and Captain Lugard had brought the Waganda Mahomedans into the country, would consider hostile action on the part of Mwanga against the Waganda Mahomedans as hostile action against himself.

Message delivered in our presence:

(Signed) J. R. L. MACDONALD.

R. U. MOFFAT.

Kampala, June 16, 1893.

No. 7.

Sir G. Portal to the Earl of Rosebery.—(Received October 23.)

My Lord,

Mau Mountains, August 5, 1893.

IN my despatch of the 25th ultimo I reported the receipt of a letter from Captain Macdonald asking me to return to Uganda, as he anticipated troubles arising between the Mahomedan and Christian parties in Uganda, which he feared might be gravely complicated by a mutiny, on behalf of the Mahomedans, of the Soudanese troops of the Government.

On receipt of this letter I turned back, and began to retrace my steps to Uganda, but was forced, by the serious illness of Colonel Rhodes, to halt for some time at the village of Mummia, in Kavirondo.

While at this place I received the further letters from Captain Macdonald, copies of which are herewith inclosed.

It appears from these, and from other letters which I have received from various sources in Uganda, that letters had recently reached the leaders of the Mahomedan party from some Manynema Chiefs settled in territory of the Congo Free State, on the western bank of the Semliki River, stating that all the white men on Lake Tanganyika had been killed, and promising help to the Uganda Mahomedans if they would rise against the Christians.

About the same time, Selim Bey, the chief native officer of Emin Pasha's formerly

rebelious Soudanese troops, brought into this country by the British East Africa Company, appears to have given the Uganda Mahommedans to understand that he would befriend them, and that his troops would follow him. Selim Bey even told Captain Macdonald that Captain Lugard had asked him to come to Uganda "to help to manage the country," and that he would look upon any "hostile action on the part of King Mwanga against the Mahommedans as being equivalent to hostile action against himself." He is further reported to have said that he would proceed with the Soudanese troops to join the Mahommedans.

Your Lordship will remember that in my despatch of the 24th May I reported that the Mahommedan party in Uganda were rapidly approaching ruin, that their slaves were running away from them; that, as they were no longer able to make raids for fresh slaves, their lands were going out of cultivation, and that the whole party was likely before long to become disintegrated.

Under pressure of this poverty, and encouraged at the same time by the letters from the Manyema, and by the promises and attitude of Selim Bey, the Mahommedan Chiefs appear to have thought the opportunity arrived for restoring their fortunes. They, therefore, soon after my departure from Uganda, refused to pay the taxes to the King which had been agreed upon, and formulated a demand for fresh lands and estates already cultivated by the labour of others.

On these demands being most properly refused they broke into open revolt, and on the 18th June made an attack upon the Protestant quarter of the capital.

Captain Macdonald's fears as to the Soudanese troops joining in this revolt appear, fortunately, not to have been realized. In spite of the attitude of Selim Bey the troops remained perfectly quiet, and obeyed the orders of the English officers, even giving up their arms when ordered by Captain Macdonald to do so, and offering no opposition to the arrest, trial, degradation, and deportation of Selim Bey himself.

Meanwhile, the Mahommedan revolt was easily and quickly crushed by the Christian parties, acting on behalf of the King, with a total loss of only six men, and a large number of Mahommedans have fled from the country, the remainder, who hastened to make their submission, being allowed to remain quietly in one of their provinces.

It is satisfactory to note that the Protestants and Catholics acted in perfect accord under the King's orders, and that the whole episode was brought to a termination without the interference of any English officials or of any troops of the English Government.

Captain Macdonald appears to have taken every precaution in anticipation of the complications which might have ensued in the event of a mutiny of the Soudanese.

Selim Bey, who was sentenced by Captain Macdonald to lose his position as an officer of the Soudanese troops and to be sent to the coast, was brought to me in Kavirondo by Mr. Gedge, a Special Correspondent of the "Times" newspaper, and is now with my caravan. Juma, the Mahommedan leader, who was also sentenced to be deported, escaped from Mr. Gedge's charge shortly after leaving Uganda.

On receipt of Captain Macdonald's letters of the 6th and 18th July, reporting the satisfactory conclusion of the events which had led him to ask for my return, and also confirming the news as to the safety of Major Owen and Mr. Grant on the western frontier, I resumed my journey to the coast, after reiterating my instructions that these last-named officers should, without delay, be recalled into Uganda.

I have, &c.

(Signed) G. H. PORTAL.

Inclosure 1 in No. 7.

Captain Macdonald, R.E., to Sir G. Portal.

(Extract.)

June 5, 1893.

A LETTER has been received from the Manyema beyond the Salt Lake, which I have not had translated fair, but the gist is as follows:—

"A letter apparently addressed to the Mahommedans in Uganda, telling them that all the white men on Lake Tanganyika have been killed, and exhorting all Mahommedans to come out of Uganda and go to Unyoro, or, if they do not go to Unyoro, to build strong forts and prepare to fight, as the Manyema will shortly come to assist them."

Inclosure 2 in No. 7.

Captain Macdonald, R.E., to Sir G. Portal.

Sir,

Kampala, June 26, 1893.

IN continuation of my letter of the 16th instant, I have the honour to report that the crisis seems past.

On the 17th instant I called in the Europeans, and the Soudanese here professed loyalty, but declined to take an oath of allegiance to Her Majesty the Queen. The previous night I had sent off messengers to Port Alice directing Messrs. Reddie and Gedge* to repair to Kampala at once, and ordering the Soudanese at Port Alice to remain quietly there and guard the Government stores.

On the 17th instant I got Mbogo into the fort, secured Juma, who was found in the Soudanese lines, and went myself to Ntete with ten Soudanese and got two more hostages from the Mahommedans; they promised to send me the Mujassi next day, and that those who remained at Mengo would give up their arms.

In the night of the 17th instant Messrs. Reddie and Gedge arrived from Port Alice. Mr. Reddie had seen Selim Bey, who informed him that should I allow the Protestants and Mahommedans to fight, he with his men would march to Kampala and join hands with the Mahommedans.

The Roman Catholic missionaries left hastily that night, making for Buddu.

The same night 300 additional Mahommedans, with guns, reached Ntete.

On the morning of the 18th instant I had all the Europeans and Swahilis into the fort, armed them, and then disarmed the Soudanese here. The latter gave up their arms at once. At the same time, I ordered all the Waganda Mahommedans to go away quietly to their provinces. Mbogo sent away his men, but those at Ntete attacked the Protestants. The Mahommedans were defeated and driven, with considerable loss, into their provinces.

The same afternoon it was reported that the Soudanese at Port Alice had advanced as far as Kisubi. A picket was detailed to watch them.

The wounded were brought into the fort and treated with unwearying care by Dr. Moffat.

On the 19th instant the Protestants returned from the pursuit, and Captain Arthur arrived from Usoga by forced marches.

A native officer and ten Soudanese arrived from Port Alice and laid down their arms.

Measures were taken to prevent the Soudanese at Port Alice escaping to join the beaten Mahommedans.

On the 20th instant I left Captain Arthur in command at Kampala and proceeded to Port Alice, with Messrs. Reddie, Gedge, Forster, and Dr. Moffat, with a Maxim gun, 8 Soudanese, 40 Swahilis, and about 700 Waganda under Sekibobo.

Leaving the force under the Europeans about 1,400 yards from the Soudanese Station, I went on with eight Soudanese.

The Soudanese of Port Alice laid down their arms. The same evening Selim Bey was placed in arrest.

On the 21st instant Selim Bey was tried for "mutinous conduct" and "treason." He was found guilty on the first charge, but was given the benefit of a doubt on the second. I sentenced him to forfeit his position as native Lieutenant-Colonel of the Soudanese Battalion, to be retired on 100 rupees a-month, and to be deported to the Island of Nzaze (?), where he is to be allowed no communication with his people.

On the 22nd instant Mr. Gedge with two canoes removed Selim Bey to the Island of Nzaze (?) for safe keeping.

Mr. Forster left in the Mission boat with ten Swahilis, taking to Munyonyu, the Soudanese rifles.

The Soudanese took the oath of allegiance to Her Majesty the Queen. I left Mr. Reddie in command of Port Alice with twenty Soudanese rifles, and started the same night for Kampala with Dr. Moffat and the Waganda.

On the 23rd instant I reached Kampala, and found all well. I am glad to say the force under Sekibobo behaved admirably. Certain of the Mahommedan Chiefs separated from the rebels and asked for peace. A reply was sent that if they remained quiet in Kasuju they might have it. Mr. Gedge arrived from Nzaze (?) having safely lodged Selim Bey there and carried out my orders perfectly. The same night Mr. Forster arrived at Munyonyu in the Mission boat.

On the 24th instant we got up the guns from the Mission boat at Munyonyu and

* Correspondent of the "Times" newspaper.

stored them at Kampala. I had a big "shauri" (*i.e.*, conference), and urged a combined attack on the Mahommedans at once.

On the 25th I sent orders to the Roman Catholics concentrated in Buddu to attack the rebels, acting in concert with the Protestant forces. The Soudanese here took the oath of allegiance.

To-day I have sent off by canoe Captain Arthur and Mr. Gedge, with a Maxim, ten Soudanese, and fifteen Swahilis, in five canoes, to travel with all haste to Buddu, to insure confidence there, and so facilitate the immediate co-operation of the Roman Catholic forces with the Protestants in the attack on the rebel Mahommedans. The Protestant army left to-day for the war under Kakunguru. He has orders to communicate with Major Owen and Mr. Grant after first defeating the Mahommedans. About 400 guns remain here at the capital. The missionaries from Singo returned to Mengo to-day. I remain at Kampala. My presence with the armies would only delay the rapidity of their movements, and it is advisable that the blow should be struck immediately to restore complete confidence *re* Toru, &c.

I have much pleasure in acknowledging the way in which Messrs. Roscoe, Pilkington, Lecky, Millar, and Forster, of the Church Mission Society, co-operated with me, and took their share of guard duty in the fort during these trying events. The three Roman Catholic missionaries returned to the capital on the 20th instant, and thereafter took their share of guard duty at Kampala. Mr. Gedge at once placed himself under my orders, and has taken his full share of duty.

I need hardly say that the Government servants have acquitted themselves ably. They are Captain Arthur, Mr. Reddie, Mr. Wilson, and Dr. Moffat.

This will relieve you of immediate anxiety on our account.

I have, &c.

(Signed) J. R. L. MACDONALD.

Inclosure 3 in No. 7.

Captain Macdonald, R.E., to Sir G. Portal.

Sir,

Kampala, July 6, 1893.

IN continuation of my letter of the 26th June last, I have the honour to inform you that affairs are progressing favourably, and that your return to Uganda is unnecessary, unless you yourself desire to return.

Captain Arthur and Mr. Gedge* returned yesterday from Buddu, having carried out my instructions and assured confidence there.

Some thirteen Mahommedan Chiefs, with a considerable number of lesser men and "bakopi" [*sic*], have separated from the rebels and declared for peace. In accordance with the terms I mentioned in my letter of the 26th ultimo, they have moved into Kasuju and are staying quietly there.

The Mahommedan rebels have moved into the districts of Bwekula and Kwanga, whither the combined Christian army has proceeded to attack them. The rebel Mahommedans are reported to be desirous of making their way to the Salt Lake and joining the Manyema.

I am happy to state that the rumour of the capture of Major Owen is unfounded.

Mr. Gedge has been of great assistance to me both personally and by letting me make use of his porters, and you are aware we are rather short of porters.

I propose sending down with Mr. Gedge's caravan, which leaves in a few days for the coast, Selim Bey with his belongings, Mbogo and his family, and several of the unenlisted Soudanese with their slaves. As the latter have no means of support and are discontented that they were not allowed to go with your caravan, they are a source of trouble here. At the same time I will send Juma, the late Head of the Mahommedan party, to Kikuyu. Mr. Gedge has very kindly consented to look after this somewhat awkward caravan.

All is reported well at Port Alice and at Lulwa's. There is no news from Toru, as the rebel Mahommedans have blocked the road.

To render these reports complete I attach a Memorandum on the Mahommedan question from the date of your departure till the 16th June, and a Memorandum on Selim Bey.

I trust these, in conjunction with my letter of the 26th June, will make the whole matter clear.

I have, &c.

(Signed) J. R. L. MACDONALD.

Inclosure 4 in No. 7.

Memorandum by Captain Macdonald, R.E., on the Mahommedan question from the 29th May till the 16th June, 1893.

ON the 29th May Sir G. Portal had a "durbar" at Kampala, at which the Mahommedan claims were considered. At this durbar Juma, the Head of the Waganda Mahommedans, and Mujassi declined to carry out their work for the King unless the Mahommedan party were given more territory. Sir G. Portal spoke strongly to them, and informed me that I was to deport Juma and the Mujassi if they seemed likely to cause war.

On the following day Sir G. Portal left for the coast.

On the 1st June I sent for Juma; he declined to come, as he was with Selim Bey; on being sent for again he came. He said the Mahommedans wanted more land before they worked for the King. On being pressed, he asked for time to consult the other big Chiefs; to this I agreed. He also informed me that he would make his arrangements through Selim Bey. To this I could not agree.

Having heard nothing further, on the 6th June I saw Mbogo, late "Sultan" of the Waganda Mahommedans; he said he was building for the King, but that Juma and some others were causing trouble. The same day I saw the King Mwanga. He raised the Mahommedan question. He was uneasy because the Mahommedans were increasing their force of guns at Ntete. I advised him to have a big Baraza to find out if the Mahommedans would work, instead of believing every story.

On the night of the 11th June some thirty guns were fired at Ntete, which caused much alarm; it proved to be nothing serious.

On the 12th June Mwanga held a big Baraza; the big Mahommedan Chiefs did not attend; the Mahommedan party refused to work.

On the 13th June some of the Mahommedans, headed by the Mujassi, came to see Selim Bey's representative here, to say the King threatened war if the Mahommedans did not work. I saw the Mujassi and others, and they asked me to interfere. I refused to do so. I had in the Captain of No. 2 Company and Selim Bey's "Vakil" (Selim had gone to Port Alice), and told them this was an Uganda matter; that I did not mean to interfere; that not a single Soudanese should go to Ntete, and no armed Mahommedan be allowed within the precincts of Kampala; that the King and the Mahommedans might settle the matter between them. About two hours later Mujassi came back to say the Mahommedans would work for the King.

Next day the Mahommedans went to have their work measured out; this, however, appears to have been a blind, as, according to letters from the Protestant missionaries in Singo, whose station is close to the Mahommedan country, as early as the 15th June the Mahommedans began to beat their war drums and prepare for war.

(Signed) J. R. L. MACDONALD,
Captain, R.E.

Inclosure 5 in No. 7.

Memorandum by Captain Macdonald, R.E., on Selim Bey.

SELIM AGA was one of the officers present at Laboré on the 13th August, 1888, when the troops on parade mutinied against Emin Pasha. Selim Aga appears, from Mr. Casati's and Mr. Jephson's accounts, to have been one of the most moderate of the rebel officers, and while too weak to have remained loyal like Shukri Aga, to have played a somewhat double game.

On the news of the Mahdiist victory near Rejaf in November 1888, Selim Aga took command at Dufilé, liberated Emin Pasha, and sent him to Wadelai.

On the 10th April, 1889, the Emin Pasha Relief Expedition marched from Kavalli's, and Selim Bey (recently promoted from Aga) was abandoned, as Mr. Stanley apparently feared treachery on the part of the troops Selim had gone to fetch.

In September 1891 Captain Lugard reached Kavalli's, and found Selim Bey there with about 8,000 Soudanese refugees. Selim Bey declined to enter the service of the Imperial British East Africa Company without orders from Egypt, and wanted to retain full command of his people. Captain Lugard refused to allow them into British territory on such conditions. Finally, an Agreement was made, of which I have not a copy. The fact remains that, although one Company of Selim Bey's men came to Kampala

and under discipline, the rest were put into forts in Unyoro under little or no discipline, and under the Egyptian flag.

During the war in the spring of 1892 the Waganda Mahommedans, then in exile in Unyoro, attempted to get the Soudanese to join them. The Soudanese refused. In March 1892 we find Selim Bey concerned in the negotiations between Captain Lugard and the Waganda Mahommedans, and in May 1892 Selim Bey swore on the Koran that no harm should happen to Mbogo if the Mahommedans agreed to Captain Lugard's terms. The negotiations were successful, largely owing to Selim Bey and to Dualla, and the Waganda Mahommedans were given the Provinces of Kalambala, Kitunzi, and Kasuju.

Selim Bey had been engaged by Captain Lugard at 420 rupees per mensem, and was treated with great respect.

After Captain Lugard's departure from Uganda in June 1892, Captain Williams continued to consult Selim Bey on questions concerning the Waganda Mahommedans. Largely, I understand, at Selim Bey's instance, the Mahommedans were not compelled to carry out their promises regarding building for the King, taxes, &c.

In January 1893 the Mahommedans recognized Mwanga as King. Selim Bey attended the Shauri with an escort.

In considering certain disturbances caused by Mahommedans, Captain Williams told me he was doubtful whether Selim Bey's Soudanese would fight against the Waganda Mahommedans.

From the 1st April, 1893, Selim Bey was taken on by the Government at the same rate of pay as he had received from the Imperial British East Africa Company. On the 2nd May, 1893, Selim Bey informed Mr. Villiers and myself that he did not consider the unenlisted Soudanese were under Government orders. He afterwards appeared to give in on this point. Towards the end of May, Soudanese soldiers accompanied a Mahommedan Chief to ask the King to give the Mahommedans some more territory. Selim Bey also wrote a letter to the same effect to Sir G. Portal, which he afterwards explained away.

On the 1st June, 1893, Selim Bey sent me a message to the effect that he wished me to assemble all the Europeans, as he wanted to address them. He also told me that he and his men were never Company's soldiers, and that Captain Lugard had only asked him to help to manage the country. On being pressed, he admitted that he and the Askaris were now under the Queen, but demurred regarding the non-enlisted men. Ultimately, he appeared to give in. He also urged the Mahommedan claims for land. The same day I sent for Juma. He replied that he was seeing Selim Bey, and could not come. He came at my second request. He threatened rebellion in a veiled way, and, when pressed, asked for time to consult the other Chiefs. I allowed time. He said Selim Bey was their big man, and they would work through him. I could not agree to this.

On the 12th June the King had a Baraza. The Mahommedans would not agree to work.

On the 13th June, 1893, some of the Mahommedan Chiefs came to see Selim Bey's Wakil (Selim Bey had left for Port Alice). I sent for them; they were headed by the Mujassi; they told me they had not come to see me, that Selim Bey was their big man, and they would make a Shauri about work when Selim Bey came back to Kampala. I told them that if they refused to work, and the King carried out his word and made war on them, I would not interfere. Later, they came to say they would work.

On the 14th June, 1893, Selim Bey landed at Port Alice, counter-ordered Mr. Reddie's orders about the reserve, and flew the Mahommedan (or Egyptian) flag.

On the 16th June, I got a message from Selim Bey that he would consider any hostile action on the part of the King against the Mahommedans as hostile action against himself.

On the 17th June, Selim Bey informed Mr. Reddie that if I allowed the King to attack the Mahommedans, he and his men would march to Kampala and join the Mahommedans.

On the 18th June, 1893, Selim Bey sent out Soudanese soldiers along the Kampala road to near Kisubi, contrary to my orders.

On the 21st June, 1893, Selim Bey was tried, and found guilty of mutinous conduct.

(Signed)

J. R. L. MACDONALD,

Captain, R.E.

Inclosure 6 in No. 7.

Captain Macdonald, R.E., to Sir G. Portal.

Sir,

Kampala, July 18, 1893.

I HAVE just received a private letter from Major Owen, dated the 12th July, 1893. There have been a few cases of disaffection and disobedience amongst the native officers in his command, due to the instigation of the Waganda Mahommedans and of Selim Bey; but Major Owen has, I am happy to say, dealt with the matter in a very satisfactory way.

Both he and Mr. Grant are well.

I have, &c.

(Signed) J. R. L. MACDONALD.

No. 8.

Sir G. Portal to the Earl of Rosebery.—(Received October 23.)

My Lord,

Kikuyu, August 20, 1893.

WITH reference to my despatch of the 5th instant, I have the honour to report that the day before I left Kavirondo to continue my journey to the coast my caravan was joined by a party of 140 Nubian men, women, and children from Uganda, who had been sent by Captain Macdonald to join me, under the charge of a correspondent of the "Times."

At the same time, I received the letter from Captain Macdonald of which a copy is herewith inclosed. As it was then impossible for me to send these Nubians back again or to leave them in Kavirondo, I had to bring them on to Kikuyu.

Among this number was Selim Bey, lately chief native officer of the Soudanese troops, but I regret to say that he died of dropsy and heart disease at Lake Naivasha on the 15th instant.

If these people are sent on to the coast, the probability is that before long the greater number, at all events of the women and children, will have been stolen by Arabs and sold for slaves. I have therefore arranged that they shall be allowed to remain here and cultivate for themselves, being given rations at a cost of about $\frac{1}{4}$ d. a-day per head until some of their crops have had time to grow. These people are good cultivators, and may be of use if it is decided to establish a station at the Ravine, as has been recommended in my Reports on Uganda.

I have requested Captain Macdonald not to send any more Soudanese or others to the coast unless they are provided with means of subsistence.

I have, &c.

(Signed) G. H. PORTAL.

Inclosure in No. 8.

Captain Macdonald, R.E., to Sir G. Portal.

Sir,

Kampala, July 11, 1893.

I HAVE the honour to report that I am taking advantage of Mr. Gedge's caravan proceeding to the coast to send away from Uganda certain of the unenlisted Soudanese and their people, especially those who were most associated with Selim Bey.

With regard to the Soudanese accompanying Mr. Gedge, you might perhaps settle some of them at Kikuyu if the officer commanding there agrees, or take them all to the coast if you think it better.

Having no pay or means of subsistence here, and as they have not taken advantage of the offer of ground for cultivation to any extent, they are only a source of friction, not to say crime, in Uganda, and we are better without them. They are all desirous of going to the coast.

I have, &c.

(Signed) J. R. L. MACDONALD.

Sir G. Portal to the Earl of Rosebery.—(Received December 6.)

My Lord,

Zanzibar, November 1, 1893.

IN my despatches of the 24th May I endeavoured to lay before your Lordship (1) a description of the road and country intervening between Uganda and the coast; and (2) some account of the state of affairs which I found upon arrival. I now propose to explain the solutions of the whole question, which I venture to submit for your Lordship's consideration.

The factors of the whole Uganda question may be summed up as follows :—

1. A country lying 800 miles from the coast, with no natural means of communication now open, such as waterways, &c.
2. A fertile soil.
3. A temperate climate.
4. A strategical position of great natural importance, dominating the northern and western shores of Lake Victoria, holding almost the only access to Lakes Albert and Albert Edward, and controlling the head waters of the Nile.
5. A race of people of much higher intellectual development and civilization than any other Central or East African tribe.
6. A Monarchy, nominally absolute and despotic, but actually shorn of much of its authority.
7. A King of weak moral character and innate cruelty, who has already at different times professed three different religions.
8. An almost superstitious reverence on the part of a considerable proportion of the peasantry for the family and person of the King.
9. The division of the whole population into three distinct and mutually hostile political and religious parties.
10. The presence of and influence, both religious and political, exercised by a considerable number of European missionaries, Catholic and Protestant.
11. The firm hold taken by Christianity on the country.
12. The hostility of Mahomedanism on the north side among the Mahdists, and on the south and south-west among the Arabs, Manyuema, &c., of Tabora, Tanganyika, and the Upper Congo.
13. The exhaustion of the country by a series of desperate civil wars, following on wholesale massacres by the present and late Kings.
14. The attempted administration of the country by the Imperial British East Africa Company, and the publicly acknowledged failure of the attempt.
15. The existence of many pledges and Treaties, made by that Company's officials, which it has been unable to implement.
16. The impression under which the King, Chiefs, and people laboured, that these pledges and Treaties were of the same value as though they had been accorded by Her Majesty's Government.
17. The neighbourhood of the jealous country of Unyoro on the northern frontier, rich in ivory, of almost equal power with Uganda, with a King hostile to European influence, and said to have been recently joined by a remnant of the Soudanese troops which revolted from Emin Pasha in the Equatorial province.
18. The existence of a demand among the people of Uganda for European commodities and comforts, but a great antipathy among all but the lowest classes to work of any sort.
19. The absence of any natural product except ivory, and, possibly, coffee, which would pay for exportation under present circumstances.
20. Great neglect, up to the present, of the road between Uganda and the east coast, and the failure of the Imperial British East Africa Company to effect any improvement in the means of transport of goods, which is now dependent on human portage, and costs nearly 300*l.* a-ton.
21. The presence of a large number of Soudanese, consisting of some 500 partly trained and armed soldiers, with nearly 6,000 women, children, and followers, who were brought, part into the country and part to its western frontier, from Kavalli by the Company's officers.
22. The hatred and terror inspired by these Soudanese ex-soldiers, and the deeds of cruelty practised upon native men and women by that portion of them who were left by the Company, unpaid and uncontrolled, on the western frontier of Uganda,

23. The danger, or indeed, the certainty, of an almost immediate resuscitation of slave-raiding and slave trading in the event of the withdrawal of European control.

24. The existence of a possible line of communication by a chain of lakes to the mouth of the Zambesi.

Of these factors, to which might be added several others of minor importance, those of a purely economic character would appear to weigh on the side of evacuation, since no hope need be entertained of Uganda being able, at all events for some years to come, to defray the cost of its occupation; while those of a philanthropic or strategical nature may be quoted in favour of the maintenance of some form of British preponderance.

The possible solutions of the whole question appear to me to be five in number:—

- (1.) Evacuation, pure and simple.
- " (2.) The transfer of Uganda and the sphere of influence to Zanzibar.
- (3.) Administration by Zanzibar as a tenant of Her Majesty's Government.
- (4.) Direct administration by Her Majesty's Government.
- (5.) A compromise between the last three, by which the English sphere of influence may be maintained, with the help of Zanzibar, at as small a cost as possible to both countries.

In considering the course to be adopted, the first question which submits itself is that of the responsibility of Her Majesty's Government for Treaties concluded by a Chartered Company, and subsequently approved by the Secretary of State. Of this nature are, I believe, the Treaties concluded with various Chiefs on the east and west sides of Uganda proper. Some of these Chiefs, the stronger ones, would perhaps be ready to give their consent to the abrogation of these Treaties, but the weaker ones would not be so willing, and all of them probably entertain hopes of advantages to accrue to them from the protection which was promised.

I am bound to report that, whether rightly or wrongly, the impression conveyed to the different native Chiefs and peoples in this region, when they signed Treaties and received in return the Company's flag and promise of protection, was that they were thereby placing themselves under the protection of the Government of Great Britain. Even among the more intelligent people of Uganda the same belief obtained, and until the matter was explained to them on my arrival in a way not to be misunderstood, Mwanga himself, the Chiefs of his Council, and the whole mass of the people thought that they were under British protection, and that the flag flown by the King was the flag of England. As a matter of fact, ever since his restoration by the Company's officers in March 1892, Mwanga has flown the English blue ensign; and as shortly after my arrival I refused to accede to his demand for a Union Jack, he continues to fly the same flag.

Since this impression undoubtedly prevails, it must be clearly understood that the withdrawal of all English control from Uganda and the surrounding countries would mean that the trust of these peoples in English promises and English credit, which has hitherto formed a marked contrast with their opinions of other European countries, would be so completely broken that any future extension of British private enterprise or trade in these regions will be impossible, except by force of arms, until confidence may be restored in a future generation.

There is another and equally serious aspect of the question which must not be lost sight of in considering the whole subject. Everything, I fear, seems to point to a desperate and, perhaps, long-continued struggle in the centre of Africa, between the advances of European civilization from the coasts on the east and west, and the old class of Arab traders who are being driven back to the neighbourhood of Lake Tanganyika, the north end of Nyassa, the upper waters of the Congo, and the south-west side of the Victoria Nyanza. This struggle may take the form of a series of petty individual revolts and skirmishes, or it may result in a crusade of the forces of Christianity against the whole creed of Islam in Central Africa. In determining both the nature and the result of this contest the position of the Christian country of Uganda is of vital importance. Even now it is known that frequent communications pass from the Arabs of Tanganyika and Tabora to the fanatical Mahommedans at Wadelai and along the White Nile, as well as to the nearest and most dangerous neighbour of Uganda, Kaba-Rega, King of Unyoro. So long as Uganda is under European supervision there is little or no danger of these probable disturbances spreading from south to north, but I fear that the withdrawal of the present control, and the consequent loss of prestige, might have consequences which, if our place is not at once taken by some other European Power, would imperil much of the admirable work done in Uganda by Catholic and Protestant missionaries alike, would shake the position of Europeans throughout East and Central Africa, and would react seriously in the neighbouring Colonies of Germany, Italy, and the Congo State.

Any one of these countries, and more especially the first named, would be fully

justified, in their own self-defence, in insisting that on our withdrawal our place should at once be taken by some other European Power. In the present condition of African evolution it is hardly possible that Uganda, the natural key to the whole of the Nile Valley, and to the richest parts of Central Africa, and the only country which offers any present hope of profitable commerce, should be left unprotected and unnoticed by other Powers because an English Company has been unable to hold it, and because Her Majesty's Government have been unwilling to interfere.

With regard to the effect, in Uganda itself, of a complete evacuation, I have the honour to report that King Mwanga, his Katikiro or Vizier, and many of the leading Protestant Chiefs, have informed me that in such case they would leave Uganda at the same time with all their people, and ask our assistance to enable them to settle in the neighbouring country of Usoga. Not only would such an exodus be disastrous for Uganda, and for such of the Protestants as elected to run the risk of remaining in the country, but it would also be rather hard on the people of Usoga to be compelled to support such an inroad of Uganda Christians. That evacuation would be quickly followed by a recommencement of civil war is, I think, almost certain, and I am supported in this opinion by both the Protestant and the Catholic Bishops, each of whom has written me a letter, copies of which are herewith inclosed, expressing themselves on this point in the clearest manner. In order to form some idea of the savage nature of such a war, of the deeds of bloodshed and of nameless barbarity which would infallibly be perpetrated, I need only refer your Lordship to the history of Uganda for the last eight years.

Another difficult question arises as to the disposal, in case of evacuation, of the Soudanese troops brought into Uganda by the Company's representatives. These troops number rather more than 500, but their women, children, and followers amount to nearly 6,000. They were so great a danger on the frontier of Uganda, and were committing so many acts of atrocity in the raids which they were forced to make for food while they were unpaid by the Company, that I thought it best to engage 500 of the men as soldiers, and to bring half of them to Kampala and Port Alice, placing them all under strict discipline. I would remark here that these men, under good officers, make excellent soldiers. They are the material from which the best Egyptian battalions are formed. They are engaged at an exceptionally low rate of pay—only 4 rupees per month for a private soldier—and their presence in Uganda enabled me to take away with me four-fifths of the more expensive, but much less efficient, Zanzibar soldiers who accompanied me from the coast. If these Soudanese are left behind on our retirement they are capable of over-running the whole of Uganda, and it must be remembered that, in this respect, evacuation would not leave Uganda in the same condition in which it was found on the arrival of the Company. The presence of these men, good soldiers when paid and controlled by European officers, but untrustworthy when unpaid and left to take care of themselves, is a new complication, which has been introduced since the first interference of the English Company in the affairs of the country.

The strategical value of the position of Uganda, as controlling the head-waters of the Nile and the three great lakes of Victoria, Albert, and Albert Edward, can perhaps be better estimated in England than in Uganda; this is, moreover, a question of wide and general policy which it is outside my province to discuss.

I may, however, be allowed to call attention to the fact that an evacuation of Uganda means a great deal more than a mere withdrawal of a few officers and a flag from a distant and partly-known country in Central Africa. It means, practically, the renunciation of the whole of that vast territory reserved by the Anglo-German Convention for the sphere of British influence. The country lying between Lake Victoria and the east coast is valuable chiefly as being the road to Uganda, and the evacuation of the latter would soon be recognized as being equivalent to the restriction of British influence and British commerce to the coast-line and to the ports of the Zanzibar Sultanate.

So long as the race of Waganda continue to exist as a homogeneous people, they must, in virtue of their higher civilization, and of their greater intelligence and initiative, occupy a leading position among the natives of Central Africa, and the European Power which exercises a controlling influence over Uganda will ultimately be able to control the politics and to guide the commerce of an immense section of the richest part of the continent. I have already stated the reasons for my conviction that the withdrawal of English influence must be followed by the establishment of the control of some other European Power, and I venture to repeat that such control would almost inevitably extend, not only over Uganda and its immediate dependencies, but would embrace all the neighbouring countries, the great lakes, the Nile Valley, and the natural highways

of the interior. The control of Uganda means, in the course of a few years, a preponderance of influence and of commerce in the richest and most populous section of Central Africa; a withdrawal from Uganda entails, besides the legacy of war and bloodshed left to that country itself, a renunciation on the part of England of any important participation in the present work of development, in the suppression of slavery, and in the future commerce of East and Central Africa.

For the above, as well as for other reasons which need scarcely be detailed here, I venture to submit to your Lordship that all question of a complete evacuation of Uganda, at all events for the present, should be set aside.

2. To intrust the management of Uganda and of the whole sphere of influence to Zanzibar, under the guidance of Her Majesty's Consul-General, is a scheme which, at first sight, appears to have some advantages. It would relieve Her Majesty's Government of some responsibilities and expense, and would keep these countries open to British commerce.

On the other hand, this plan is open to several grave objections. In the first place, I do not consider that Zanzibar is as yet strong enough to undertake this task unsupported. Either the control exercised would be insufficient, or else Zanzibar would become involved in pecuniary difficulties, from which she would expect eventually to be extricated by English help.

Secondly, it will be readily understood, from what I have said above, that to replace a Christian by a Mahomedan flag in these countries would not only dangerously excite the Christians of Uganda, but would have a bad effect throughout Central and Eastern Africa, and might lead to serious complications.

Thirdly, if the "Hinterland" were to become part of Zanzibar, the East Africa Company, even were they to resign their Charter, would continue to hold their Concession of the coast from the Sultan of Zanzibar, and would perhaps claim import and export duties on all goods passing through the Zanzibar ports, though such a claim would be open to discussion. This would unduly enrich the Company at the expense of Zanzibar, and it is, I believe, now generally admitted that the experience of the last five years has not shown that it is desirable that the Company should be encouraged to continue its existence as an administrative body. The Zanzibar authorities in the interior would be forced, in self-defence, either to claim free transit for their goods through the German territory, or to avoid their own ports on the coast, and to find a new outlet beyond the limits of the Company's Concession.

3. The third suggestion, that Zanzibar should take over charge of Uganda and the sphere of influence as the tenant of Her Majesty's Government, and under the English flag, has more to recommend it. The difficulty about the flag would partly disappear, but the Sultan of Zanzibar would probably claim that his flag should fly with or below that of England. But this scheme would only nominally take the responsibility off the shoulders of Her Majesty's Government; a constant supervision, both financial and political, would have to be exercised by Her Majesty's officers, on whom would lie the real onus of the administration or control of these regions, and it is to be feared that Zanzibar has not yet had time for the consolidation of sufficient resources or force for such an extension of its responsibilities. It should be remembered that less than two years ago the Government of Zanzibar was an Arab despotism of the worst class, with all its usual accompaniments of oppression, extortion, misappropriation of funds, and general insolvency. In order to gain sufficient elasticity to enable it to undertake such a duty with a fair chance of success, Zanzibar will require some three or four years more of careful tutelage. If the attempt [were] to be made now, it is probable that Her Majesty's Government would soon be called upon for pecuniary assistance.

4. The fourth suggestion is that the direct administration of Uganda should be undertaken by Her Majesty's Government. This is the solution which would recommend itself most strongly to the missionaries, and even to many among the Waganda themselves. I regret, however, that after a careful examination of the country, I am unable to recommend it for the acceptance of Her Majesty's Government. So many English officers would be required for the conduct of such an administration, so great would be its expenses, and so inadequate, at all events for several years to come, its returns, that the advantages conferred upon Uganda by such a system could hardly, it appears to me, be commensurate with the sacrifices made by England. The people of Uganda, from highest to lowest, are essentially conservative in their instincts; my preceding despatches have shown that they already have a constitutional and executive machinery of their own, however defective; and so long as sufficient supervision is exercised to prevent acts of gross oppression and cruelty, and to protect the lives of Europeans, I am of opinion that it would be better on every account to leave the native King and Chiefs to conduct their own administration.

5. The fifth course which remains open, and which I have described as a compromise between the last three, is that, by the appointment of Commissioners with a sufficient staff and force at their disposal to insure their safety, their political ascendancy, and the security of the other Europeans living in these countries, Her Majesty's Government should maintain a control over the sphere of influence, while making all possible use of any Zanzibar surplus or credit for the further development of the whole region for the mutual benefit of English commerce and of Zanzibar.

Whether the whole region should be officially declared to be an English Protectorate appears to me to be a question of minor immediate importance. There is, however, no doubt that King Mwanga will ask for a Treaty of Protection; in fact, he has already done so in the temporary Agreement made between him and myself on the 29th May, and forwarded to your Lordship in my despatch of the same date. A declaration of Protectorate would probably prove to be the simplest course.

Before continuing the development of this idea, I venture to submit that the success or failure, and, indeed, the possibility, of any scheme on these lines for the general benefit of England, Uganda, and Zanzibar, must depend very largely upon the powers retained and the attitude adopted by the Imperial British East Africa Company on the whole question. Without entering into details, I may be allowed to point out that the political existence and powers of this Company in East Africa are based upon two separate documents. The first of these, which should be more accurately described as a series of documents, is a Concession from the Sultan of Zanzibar granting to the Company the lease of certain ports on the coast, and of a strip of land, 10 miles in depth running parallel with the shores of the Indian Ocean. The Sultan gave to the Company at the same time administrative and judicial powers over his own subjects living in these ports or in this strip of land, and conceded to them all the revenue which the Company might be able to collect in this part of his dominions from customs duties or other sources, subject, of course, to the limitations imposed by International Agreements. In return for these Concessions the Company agreed, after much discussion and negotiation, and after most careful computations of the value of their newly-acquired rights and territories, to pay to the Sultans of Zanzibar an annual rental of 80,000 dollars, which was equivalent at the time to nearly 14,000*l.*, but which is now worth rather less than 11,000*l.*

The powers thus acquired from the Sultan of Zanzibar were strictly limited to the boundary-line 10 miles from the sea, beyond which the Sultan's possessions do not extend. The rights and duties of the Company in the interior, as soon as the 10-mile limit is passed, are therefore defined by and dependent on the Royal Charter granted to them on the 2nd September, 1888. Without recapitulating the terms of this Charter, it may fairly be said that it was granted to the Company in order to enable them to establish organized systems of administration and government in the interior, to promote trade, and generally to "open up" the country. Under the powers conferred upon them by this Charter, the Company endeavoured to establish an Administration in Uganda and the neighbouring countries, and made Treaties promising their protection to many Chieftains of different tribes. The only other district outside the Sultan's territory, in which any attempt was made to establish any sort of Government, was in the English Protectorate of Witu.

It appears to me to be not only important, but even necessary, before any scheme can be entertained for dealing with Uganda and its neighbouring countries, whether by Her Majesty's Government or by the Sultan of Zanzibar, that a clear understanding should, in the first instance, be come to as to the present and future status of the Company, both under their Charter and their Concessions. As regards the Charter, the Company have already withdrawn from Toru, Ankori, Uganda, Usoga, Kavirondo, &c., without notifying to the Kings or Chiefs of these countries any denunciation of the Treaties made with them, under which the Company promised protection in return for certain commercial advantages, and without giving to Signatories of these Treaties any warning of their approaching retreat.

Similarly, the Company have now abandoned Witu; so that the only posts they now hold in virtue of their Charter are (1) the fort at Kikuyu, where constant difficulties with the natives have hitherto prevented the introduction of any real administration, and (2) the smaller station at Machakos, at which an English employé is reported to have succeeded in organizing some trade in corn and cattle with the local tribesmen, and in establishing a growing influence. But neither of these places are of any commercial or political value except as stations on the road to Uganda and the Lake districts. In fact, I have been given to understand, though with what justice I do not know, that the Company contemplate a retreat even from these, their last posts in the interior of

Africa. But even assuming that they propose to retain their garrisons at these places, the question which now naturally arises is, whether the possession of these two small posts within 350 miles of the coast is a sufficient result for the five years which have elapsed since the Charter was granted to justify the Company in retaining that Charter any longer? So long as they do retain it, they prevent any one else from undertaking the work which they have thrown down. If the Uganda question is to be settled by a co-operation of any sort or kind between the Governments of Her Majesty and of the Sultan of Zanzibar, it is natural that the latter at least should ask for a *tabula rasa* before incurring any fresh responsibilities in East Africa.

The case as regards the strip of coast-line held by the Company under Concessions from the Sultan is somewhat different. So long as the former continue to pay their rent with regularity, they have an undoubted right to retain their rights of administration; but I have no hesitation in saying that while it is open to doubt whether such retention will be to the advantage either of the Company or of the Sultan, there can be no question that it will be to the great disadvantage of the countries lying in the interior which form more particularly the subject of this report. So long as the Company retain their Concession, it will be in no way to the interest of Zanzibar to contribute to the prosperity of its own coast-ports for the sole benefit of the Company; the efforts of the Sultan's Government would, therefore, in all probability, have to be directed to the somewhat clumsy expedient of opening a new road to the interior by the Tana River, which should pass outside the limits of the Company's Concession. In fact, the Sultan's Government, which is a factor of no little importance in the whole question, would be thrown into an anomalous position of opposition to its own ports; it would be a direct gainer by the development of a new port in Witu and by the transport of goods by the Tana River outside the Company's Concession, and it would also profit, though in a less degree, by the conveyance of the Uganda trade through German ports and the German sphere; but the increase of trade from Mombasa, while that town is under the Company's jurisdiction, would be looked upon by the Sultan and Arabs of Zanzibar, as well as, from a more practical point of view, by the fiscal authorities of the Zanzibar Government, as a misfortune rather than a benefit. If, therefore, the Company retain their Concession, it will be difficult to justify any demand being made upon Zanzibar for assistance in developing any scheme of improvement of the interior.

Nor can I imagine that the retention of the administration and fiscal powers conferred by the Concession will be of much advantage to the Company themselves. Now that they have renounced any connection with Uganda and the neighbouring countries, any trade with those countries passing through the Company's ports will presumably be treated as goods "in transit," and will be, therefore, free from any customs or transit duties at the coast. Article IV of the Act of Berlin (1885) lays down that:—

"Merchandise imported into these regions," *i.e.*, a wide zone extending, roughly speaking, from 5° north latitude to 12° south latitude, "shall remain free from import and transit dues."

The Declaration annexed to the Act of Brussels of 1890 modifies this Article in so far as it provides for the imposition of import duties, but the exemption from taxation of any kind of all goods in transit is carefully maintained. Article XCVI of the same Act provides against any evasion of its provisions by declaring that "the present General Act repeals all contrary stipulations of Conventions previously concluded between the Signatory Powers."

It appears from these Articles to be perfectly clear that goods destined for Uganda, or for any country in the interior not under the flag of the Sultan of Zanzibar, have an indisputable right to pass through the coast ports without the payment of any duty or tax whatsoever. But if, for any reason at present unknown to me, the principle of free transit, established by the General Acts of Berlin and Brussels, cannot be carried into effect, and if the right can be proved to levy taxes on goods declared to be in transit to countries beyond their jurisdiction, even then the English Company would scarcely be the gainers. If the taxes have to be paid, the route through the German sphere is, at present, the cheaper and quicker of the two; but all payment of such taxes would be avoided by the use of a port in the English Protectorate of Witu, outside the Company's Concession, and by the development of the route to Uganda by the Tana River.

If, however, it is finally decided that the Company retain either their Concession of the coast ports or their Charter, as the general feeling and attitude of native tribes all along the road to Uganda will now be of direct interest and importance to Her Majesty's Government, I would recommend that the appointment by Her Majesty's Government

of a Commissioner with a suitable staff in Uganda should be supplemented by the appointment of other officers to watch and report on the dealings of the Company's officers with the native tribes, whether at Kikuyu, Machakos, or on the coast.

It is, however, scarcely necessary to point out that the situation established by any such system as that sketched above would be fraught with many difficulties. A kind of ill-defined and irregular partnership would have been established between Her Majesty's Government, the East Africa Company, and the Sultan of Zanzibar, each of whom, while theoretically working for the same object—the development of East Africa—would, in reality, be working for their own hand, and in opposition, either open or secret, to the interests of the other partners. The position of Her Majesty's Government would perhaps be wanting in dignity, that of the Sultan of Zanzibar, who would be thrown into opposition to his own ports and his own tenants, would be anomalous and uncomfortable; while the Company, in their efforts to combine commerce and administration, and to make the exercise of their powers financially profitable, would probably find themselves in occasional opposition both to the Sultan of Zanzibar and to the Representatives of Her Majesty's Government in the interior. It is unnecessary to insist upon the complications which would inevitably ensue. It is enough to say that the situation thus created would, in all probability, effectually prevent any real progress being made, and would render almost futile all the expense which has been and may be incurred in this district.

In view of these considerations, and of the urgency of now arriving at a settlement of the whole East African question on a basis which offers, at least, some prospect of being definite and permanent, I venture to express my strong opinion that it is now desirable, in the interests of British commerce and of the whole of East Africa, from the Indian Ocean to the Nile Basin, that some arrangement should be arrived at, without further delay, by which the Imperial British East Africa Company shall cease to exist as a political or administrative body, either in the interior or within the limits of the Sultan's territory.

Without wishing to criticize, and still less to blame, the Company's methods of government, the history of British East Africa for the last five years, and its present condition show us clearly that the experiment of combining administration and trade in the same hands has proved a failure, so far as this part of Africa is concerned; and that the sooner this system is discontinued the better it will be for the native races, for British commerce, for Zanzibar, and, as I believe, for the Company itself. As pioneers, the Company's officers have done good work, and have greatly increased our knowledge of East Africa, and there can be no doubt that a great deal of money has been spent in the hope of opening up the country to civilization and, at the same time, of introducing a profitable trade. In fact, to the founders of the Company belongs the sole credit of the acquisition, for the benefit of British commerce, of this great potential market for British goods. It should, moreover, be remembered, in justice to them, that in the face of many initial difficulties they succeeded, in marked contrast to the neighbouring European colonies, in establishing their influence without bloodshed, and by their own unaided efforts. It does not come within the scope of this Report to examine the reasons for the non-realization of all these hopes.

Should the Imperial British East Africa Company be converted into a commercial, agricultural, or transport Company, or into a combination of Companies occupied with these and similar undertakings, they may still contribute in a very important degree, and, as I believe, to their own pecuniary advantage, to the development of East Africa; and in this work there can be no doubt that their experience of the country, and their command of capital, would be of the greatest service; but, without going further into the administrative history of late years, and without recapitulating a quantity of reasons, many of which are, indeed, self-evident, I feel bound to submit to your Lordship that as a political Corporation with powers of government, whether over British subjects or natives of Africa, the work of the Imperial British East Africa Company may now be looked upon as ended.

As regards the withdrawal, cancelment, or resignation of the Royal Charter granted by Her Majesty in Council in 1888, there would, I imagine, be but little difficulty, especially since the Company have now, of their own accord, practically resigned their rights acquired under this Charter, by relinquishing any connection with the interior elsewhere than at the two small posts above mentioned; but in surrendering their Concessions, obtained at various times from the Sultans of Zanzibar, the Company would be fairly entitled to receive from the Sultan adequate compensation for such actual improvements as they may have made within the territories of the Sultanate.

If Zanzibar re-enters upon the possession of its own ports on the coast, it would

then be to the interest of the Sultan's Government to co-operate in the work of civilization and development of the interior.

In this case the proposals which I have the honour to submit are as follows:—

1. An English Commissioner to be appointed for Uganda and its Dependencies and neighbouring countries as far as the eastern border of Kavirondo, with a staff of thirteen English officers (provision for officers on leave included), and a force of 500 Soudanese soldiers. The proposed distribution of the officers and men is shown in detail in Inclosure No. 3 to this despatch. In case the number of officers should appear to be excessive, I would remind your Lordship that the experience both of the East Africa Company and of the neighbouring German Colony has shown us that it is most undesirable, in these countries, ever to have less than two Europeans together in any post. As regards the number of men required, I do not think that, in view of the excited state of popular feeling which is kept alive by the presence of two rival parties of European missionaries, any smaller force would, for the present, at all events, be sufficient to control the situation. In any case, I have every hope that, should the country remain quiet, it may be found possible to organize and drill a small body of native Waganda as police or soldiers, who may prove eventually to be the nucleus of a larger force of the greatest value in the future history of East and Central Africa.

It would be the duty of the British Commissioner to insure the safety of Europeans living in Uganda, who would be required, if necessary, to come into his forts for their protection; to assist in repelling the invasion of any foreign enemy; to prevent and suppress civil war and rebellion, whether religious or otherwise, if, in his opinion, the King is unable to deal with such rebellion by himself; to collect customs duties; to encourage commerce, and to repress slavery and the Slave Trade. It would be no part of his duty to interfere in the details of the administration of the country, except where Europeans or other foreign subjects are concerned, or in any cases of gross cruelty, injustice, or of slave-trading which might be brought under his notice.

Neither the Commissioner nor any of his officers should be allowed to engage in trade of any sort either on their own behalf or in the name of the Government. The system under which, in the days of the Company's occupation, the protecting Power arrogated to itself not only the supreme executive authority, but also a practical, if not a theoretical, monopoly of trade, has been proved to have had a thoroughly bad effect. It is impossible to combine administration and trade in the same hands without loss of dignity. It was, not unnaturally, found that a piece of advice, an admonition, or a reproof bestowed upon the King or upon any great Chief by a representative of the Company lost much of its weight in cases where a few minutes later the same representative might be haggling with the admonished parties over the price—in beads or cloth—of a tusk of ivory or of a bag of gum. The Company's officers, quite naturally, endeavoured to secure for themselves all the trade from the Central African regions under their control. It should be the chief object of Her Majesty's Commissioner, on the other hand, to encourage independent and private trade by all the means at his command.

There can be no doubt that, with a prospect of security and of equality of treatment, a very considerable trade with Uganda, Usoga, and the neighbouring countries may be rapidly developed. The ordinary customs revenue which may be derived from such trade will go some way, even at first, towards the expenses of the Commissioner and his staff, while no one with any personal acquaintance with these people would hesitate to admit that, with a less restricted trade, the native demand for European commodities, already considerable, will rapidly increase. It would be necessary, at all events at first, to subject this trade, especially in the case of Arab or native agents, to careful supervision, and due precautions would have to be taken against any abuse of legitimate traffic or anything approaching to a trade in slaves. But all these things resolve themselves ultimately into the great question of transport, which will have to be discussed later, and it is unnecessary here to weary your Lordship with detailed suggestions as to the regulations which may be found necessary.

For the further definition of what I would propose to be the powers and duties of the Commissioner, I would refer your Lordship to the instructions which I issued, before leaving Uganda, for the guidance of Captain Macdonald, and to the Agreement made between King Mwanga and myself, which was sent to your Lordship in my despatch of the 29th May.

2. A Road Commandant to be appointed to have control of the transport service from Kikuyu to the lake, to effect all possible improvements in the means of communication, and to exercise as complete a supervision as possible over Arab, Swahili, and European caravans travelling through the country. He should, with this object, be given certain magisterial powers. His force should consist of one European

assistant and 167 porters, at an estimated cost of 4,750*l.* per annum. The details of this expenditure are shown in the second portion of Inclosure No. 3, under the head of "Estimate No. 2: Communications," from which, however, it will be seen at the same time that the whole of this sum is covered by the Estimate for Uganda proper.

3. A station or depôt should be established at the head of the "Berkeley Bay," chosen last year by the Railway Survey as the site for a suitable harbour at the north-east corner of Lake Victoria. This should be the furthest point for caravans. Communications from thence to Uganda should be by water. The expenses of the station are included in the Estimates for Uganda proper.

As communication and transport of goods by native canoes is most uncertain and precarious, it is of urgent importance that two small steam-launches or cutters should be at once sent up. These boats need not be more than 30 feet in length, and should have a speed of not less than 5 miles an hour. They should be adapted for burning wood, of which abundance can be obtained along the shores of the lake. Each should be under the charge of an English engineer. The initial cost of such boats would be about 500*l.* each; their transport in sections from the coast to the lake would cost about 300*l.* a ton. Their up-keep, including the wages of their crews, would amount to 800*l.* per annum (included in Uganda Estimate). As these boats would be available for carrying or towing the goods of traders and of the Missions, it is not too much to expect that within a few months of their arrival they could earn enough nearly, if not quite, to cover the expenses of their maintenance.

Before leaving this part of the subject, I may safely say that any idea of making use of the route by the three lakes to the mouth of the Zambesi in preference to the roads to the east coast may, for the present at all events, be abandoned, so far as Uganda and the neighbouring countries are concerned. Goods going to or coming from Unyoro or the centre of Uganda by this route would have to undergo nine embarkations and disembarkations before reaching the depôt at the mouth of the Zambesi, and would have to be carried, by hand or otherwise, for 350 miles through an unknown country between Victoria and Tanganyika, for 260 miles along the Stevenson Road, and again round the Murchison Falls of the Shiré River. In preference to this I think that merchants would continue to use the direct roads to Zanzibar with such improved means of transport as may be introduced.

4. A Commissioner to be appointed to reside at Kikuyu, with a staff of 4 Europeans, 60 Zanzibar soldiers, and 239 porters, &c. One of his assistants should reside at Kikuyu, one at Machakos, and two should be employed in at once creating the new station, referred to as a vital necessity in my Report on the road, at a spot twelve days' march distant from Kikuyu on the north-west side. The establishment of this station, with stores of food, and a colony of cultivators around it, would go far to diminish both the expense and the difficulties of the present journey to the lake. The total cost of the Kikuyu Commissioner's establishment would be 6,600*l.* per annum, as shown in the accompanying Estimate. (Inclosure 4.)

5. The maintenance of the road and the supervision of the transport system from the coast to Kikuyu may, if no better solution can be adopted, be left in the hands of the Zanzibar Government, which might also be fairly asked to furnish the drilled soldiers required for insuring the safety of that part of the road, and even of the stations of Kikuyu and its subsidiary posts.

6. It must, however, be clearly understood that this scheme, of which I have endeavoured to delineate the outlines, although it would undoubtedly be more to the material advantage of these African countries than the undeveloped system which has hitherto prevailed under the Company, would, if left at this point, confer but little benefit either on English commerce or on the Protectorate of Zanzibar. The whole problem of the development of East and Central Africa, the prospect of the creation of a profitable British trade, the suppression of internecine religious wars, the security of European travellers, the control of the lake district and of the upper waters of the Nile, and, above all, I may confidently add, the only hope of really and definitively killing the Slave Trade within a reasonable time—all resolve themselves into the all-important and overshadowing question of transport and communication.

So long as the present system of transport is maintained along what is called the "English route," it will be necessary to make greater provision than I have so far sketched for the safety and independence of the local authorities. It is evident that any Administration established at such an extreme distance from the nearest points of civilization, and with such inadequate means of communication, must be not only complete in itself, and supplied with everything necessary for the conduct of its internal affairs, but must also be rendered as capable as possible of promptly repelling any danger

with which it may be threatened from outside its borders. Moreover, under the existing conditions, not only must any real progress be laborious and uncertain, but the retention of authority in Uganda, and any improvement in the condition of that country will react mainly to the benefit not of ourselves, but of the German Colony.

Transport from the German coast to the south shore of the lake is cheaper, the road is more frequented, porters are more easily obtained, and food is more abundant than in the English sphere. Arab and European traders from the south buy their ivory and their slaves in Uganda, Unyoro, and Toru, avoid payment of any kind of duty to any British authority, and take down their caravans to the German coast ports. Many of the Uganda Chiefs have acknowledged to me that all through the time when the Company was here they continued to send a considerable portion of their ivory across the lake secretly for sale to Arabs in the German territory. Caravans from the south enter and leave the British sphere of influence at many points along the line of frontier to the south of Buddu and west of the Victoria Lake. A series of customs posts along this frontier would be quite ineffectual unless they were of such numbers and strength that their additional cost would be far in excess of the increase of revenue which they would secure.

In this connection, I would remark that in Uganda there does exist already a distinct demand for European commodities, more especially for such articles as cotton cloths of the best qualities, boots, and articles of clothing. The presumption, under existing circumstances, is that, if the present system of transport is continued, these articles will be supplied from German sources and by the German route. To put a stop to this system, to effect any real improvement in prosperity or commerce, to efficiently check the Slave Trade, and for ourselves to reap the benefit of the material progress that may be made, there is but one course open. The system of transport by the "English road," already the shortest in actual distance, must be made the safest, cheapest, and quickest. It would then drain the commerce, not only of Uganda, Usoga, and Unyoro, but of all the other countries lying round Lake Victoria. The only means of effectively doing this is by making a railway.

I have no hesitation in saying that, until this step is taken, any organization, system of administration, or plan for the improvement of these countries which may be devised, must be of the nature of a makeshift. Moreover, unless the whole system of communication with the coast is thus changed, the expenses of maintenance of a Commissioner in Uganda with a sufficient staff and force must be out of all proportion to the work to be done by him. I do not for a moment imagine that under the general surveillance of a Commissioner appointed by Her Majesty's Government there is likely to be a recurrence of the regrettable incidents, or of the unfortunate state of affairs which so increased the difficulties of the Company's position as eventually to lead to their withdrawal; but it must not be forgotten that so long as we rely on the present system of communication and transport, letters and reports from Uganda will seldom reach England in less than four months, and eight months must elapse before written instructions can be received in reply. This throws an unnecessarily heavy responsibility on the Commissioner; and, in the event of some complication arising, either by war or sickness, which might necessitate reinforcements of his staff or of his force, the difficulties at present in the way of communicating with the coast would be sufficient completely to unhinge the whole system which I have endeavoured to describe. Other arguments which may be adduced in favour of the construction of a railway are well known, and need not be repeated here.

I do not, however, consider it necessary that such a railway should be made at once the whole way to the lake; it would, I think, be sufficient for the present that it should be laid from the coast to Kikuyu. This, together with the small steam-boats on the lake, would shorten the time occupied by a caravan travelling from Mombasa to Uganda from eighty or ninety days, as at present, to thirty-two or thirty-four days, and would enable us to reduce the carriage of goods, now costing for transport about 8*l.* per load of 65 lbs. by the English road, and 4*l.* 10*s.* by the German road, to such a price as would effectively secure all the commerce of these regions. If this scheme is entertained, Zanzibar could fairly be asked to bear a share in its expense, assuming that the Sultan's Government has re-entered into the possession of the coast-line leased to the Company.

The additional Estimates which I now have the honour to inclose (Inclosures No. 5 and No. 6) show that the execution of the whole of this scheme, including the railway, should not, even at first, cost Her Majesty's Government more than 50,000*l.* a-year, a sum which may be confidently expected to decrease as each succeeding year augments the commerce of the country, the amount derived from customs duties and from other sources and the traffic receipts of the railway.

If, however, Her Majesty's Government consider the railway proposals, even thus modified, to be impracticable, it will then become necessary, as I have already suggested, to make more complete provision for the safety and efficiency of the administration to be left in Uganda, and for preventing the diversion in other directions of the trade which is essential to the existence of that country. For this purpose, I would recommend that not only should our control over the Victoria Nyanza be strengthened by the addition to the steam-launches already proposed of a larger steamer capable of patrolling the whole of the lake in all weathers, but that at least one similar steamer with one or two attendant steam-launches should at once be placed on Lake Albert. By this means alone, in the absence of any railway, could we be relieved from constant anxiety as to the position of affairs in Uganda.

The estimates would, in this case, be reduced by 20,000*l.* a-year, being the estimated net loss incurred by the railway, but would, on the other hand, be increased by 2,800*l.* a-year for the up-keep of the steamers, and by an immediate outlay of 9,000*l.* for the purchase of the vessels, and 37,500*l.* for their transport to the lakes. It is evident that, in this case, Zanzibar could hardly be asked to contribute anything to a scheme which would confer no appreciable benefit to her own commerce.

Briefly then, if the railway scheme is admitted, the cost to Her Majesty's Government would be 50,000*l.* a-year, plus an initial outlay of 8,500*l.* for the purchase and transport of two small steam-launches, while the alternative scheme would entail the expenditure of 32,800*l.* a-year plus the immediate outlay of some 55,000*l.* for the purchase and conveyance of two steam-boats and three or four steam-launches. I annex a short Memorandum (Inclosure No. 7) which shows the calculations by which I have arrived at this rough estimate.

I venture to submit to your Lordship that the scheme of which I have endeavoured to trace the outline above, or one similar to it, is the only solution of the whole question which can be looked upon as final, and that its moderate cost to Her Majesty's Government is more than outweighed by the advantages which it will confer upon British commerce, upon the British Protectorate of Zanzibar, and upon all the countries situated within the British sphere of influence in East Africa.

I have, &c.
(Signed) G. H. PORTAL

Inclosure I in No. 9.

Bishop Tucker to Sir G. Portal.

Dear Sir Gerald Portal,

Namirembe, Buganda, March 30, 1893.

SHOULD Her Majesty's Government decline to undertake the expense and responsibility involved in the administration of this country, it is my firm conviction that the consequences that must inevitably ensue would be most disastrous. In my opinion, nothing (under such circumstances) could possibly be looked for but immediate disorder, anarchy, and bloodshed.

1. There are, as you know, three latent conflicting forces at the present time in Buganda—the English, French, and Mahommedan parties. The moment the present controlling power is withdrawn, these forces will start into life and come into immediate collision. The result will be that the lives of the missionaries will be endangered, if not actually sacrificed (it is utterly impossible for us to withdraw), and the work of the Mission wrecked.

2. The English (or so-called Protestant) party will stand strictly on the defensive, but it will, in all probability, have to meet the attacks of both the French (or so-called Roman Catholic) and Mahommedan parties.

3. Should the latter party ally itself with Kabarega of Bunyoro and the Nubians of Toro—a not at all unlikely contingency under the circumstances—they would sweep everything before them, and the whole population, whether Protestant, Roman Catholic, or heathen, would be dominated by a Power which would mean the practical enslavement of the people, and the effacement of all the civilizing influences at present at work in the country.

I remain, &c.
(Signed) ALFRED, *Bishop, E. Eq. Africa.*

Inclosure 2 in No. 9.

Mgr. Hirth to Sir G. Portal.

M. le Consul-Général,

Mission de Rubaga, le 27 Avril, 1893.

EN réponse à votre honorée du 24, où vous me demandez ce que serait l'effet dans ce pays d'une évacuation complète des troupes et des officiers Anglais, je n'hésite pas à affirmer que cette évacuation me paraît préjudiciable aux vrais intérêts de ces régions.

Des circonstances qu'il ne m'appartient pas ici d'apprécier, ont réuni dans ces pays depuis quelques années tant d'animosités et d'éléments de guerre, que le départ des Européens me paraîtrait le signal aussitôt de nouveaux conflits, bien plus graves que ceux du passé.

Les lois de liberté que vous venez de proclamer, M. le Consul-Général, resteraient évidemment lettre morte, si on laissait les nègres libres de s'exterminer avec les armes qui leur arrivent de tous les côtés.

C'est l'anarchie qui a régné jusqu'ici parmi les Noirs qui a été cause de leur profonde dégradation morale, bien plus que l'infériorité de leur nature. Pour les relever, il faut donc faire cesser leurs divisions : nul doute qu'une Puissance Européenne, également respectueuse des droits de chacun, puisse seule nous procurer ce bienfait.

C'est là mon humble sentiment, heureux si je puis contribuer pour une faible part au moins au progrès de ces pays.

Veuillez, &c.

(Signé)

✠ J. HIRTH, *des Missions d'Alger,*
Ev. de Théreste, Vic. Ap. du Nyanza.

(Translation.)

Sir,

Rubaga Mission, April 27, 1893.

IN reply to your letter of the 24th, in which you ask me what effect would be produced in this country by a complete evacuation of the troops and English officers, I have no hesitation in stating that this evacuation appears to me to be prejudicial to the real interests of these regions.

Circumstances which I am not called upon to discuss have for some years past produced a combination of so many feuds and causes of strife that the departure of the Europeans would, it seems to me, be the signal for the immediate renewal of hostilities, far graver than those of the past.

The laws of liberty which you, Sir, have just proclaimed would obviously remain a dead letter if the negroes were left free to exterminate each other by means of the arms which reach them from all sides.

The profound moral degradation of the Blacks is to be ascribed rather to the anarchy which has hitherto reigned among them than to the inferiority of their nature. In order, then, to elevate them, it is necessary to put an end to their feuds : there can be no doubt that this boon can alone be procured by a European Power which has equal respect for the rights of all.

This is my humble opinion, and I shall be happy if I can bear but a feeble part in contributing to the progress of this country.

I have, &c.

(Signed)

✠ J. HIRTH, *of the Algerian Missions,*
Bishop of Théreste, Vicar Apostolic of Nyanza.

Inclosure 3 in No. 9.

PROPOSED UGANDA ESTABLISHMENT AND COMMUNICATIONS,

Estimate No. I.—*Proposed Uganda Establishment.*

General Abstract.

Expenditure.					Receipts.				
No. of Abstract.	Heads.			Cost.	No. of Abstract.	Heads.			Value.
				£					£
1 a.	European Staff	..	..	7,850	1 i.	Ivory purchase	..	..	7,000
1 b.	Troops	..	..	6,455	1 j.	Customs, &c...	..	..	1,000
1 c.	Swahili establishment	..	..	5,625					
1 d.	Stores, ammunition, &c.	..	..	5,000					
1 e.	Local labour	..	..	800					
1 f.	Steam-boats	..	..	800					
1 g.	Office expenses	..	..	200					
1 h.	Zanzibar expenses	..	..	200					
	Contingencies	..	..	1,070		Balance Dr.	..	..	20,000
	Total	..	..	28,000		Total	..	..	28,000

Abstract 1 a.

European Staff.—(7,850l.)*

Sub-Heads.					No.	Pay per Annum.	Total Pay.	Total of Sub-Head.
						£	£	£
Pay—								
Commissioner	..	..	..	..	1	1,450	1,450	
Assistants, 1st class	..	..	..	..	3	650	1,950	
„ 2nd „	..	..	..	..	4	450	1,800	
„ 3rd „	..	..	..	..	5	250	1,250	
Doctor	..	..	..	..	1	450	450	
Language allowances†—								6,900
Kiswahili (annual allowance)	..	..	..	..	..	50	550	
Arabic or Kiganda (bonus)	..	..	..	..	..	50	150	
Any other local language (bonus)	..	..	..	..	..	25	50	
Sick passages					..	..	..	750
	..	..	..	..	..	..	..	200
Total	..	..	..	..	..	..	..	7,850

* This estimate is calculated to allow for an average of one quarter of the staff being on leave.

† Language allowance only when doing duty in the command.

Abstract 1 b.

Troops.—(6,455l.)

Sub-Heads.	Total of Sub-Head.	Total.
	Rupees.	Rupees.
1. Pay	58,536	
2. Rations	21,572	
3. Clothing	21,619	
Contingencies	1,555	
		103,282
Total	..	= £6,455

Abstract 1 c.

Swahali Establishment.—(5,625l.)

Sub-Heads.	Total of Sub-Head.	Total.
	Rupees.	Rupees.
1. Pay	56,364	
2. Rations	18,291	
3. Clothing	14,000	
Contingencies	6,345	
		90,000
Total	..	= £5,625

Abstract 1 d.

Stores, Ammunition, &c.—(5,000l.)

Sub-Heads.	Total of Sub-Head.	Total.
	Rupees.	Rupees.
Ammunition and military stores	5,000	
Hospital and medical stores	5,000	
Trade goods for ivory	70,000	
		80,000
Total	..	= £5,000

Abstract 1 e.

Local Labour.—(800l.)

To provide for pay of natives who may be employed on roads, repairs, posts, portorage, &c.

Abstract 1 f.

Steamboats.—(800l.)

Estimated annual cost of pay of crews and maintenance of two steam-launches on the Victoria Nyanza.

Abstract 1 g.

Office Expenses.—(200l.)

Estimated annual expenditure.

Abstract 1 h.

Zanzibar Expenses.—(200l.)

To provide for additional expenditure in the office of Her Majesty's Agent and Consul-General at Zanzibar under this scheme.

Abstract 1 i.

Ivory Purchase.—(7,000l.)

The purchase of ivory by Government would probably cease when the improved state of the country should tempt traders to enter the market to a sufficient extent. When this should happen, Government receipts under "ivory purchase" would cease, and reduce Uganda "receipts" by 7,000l. under this head; but there would be a saving of about 4,000l. on stores and goods for ivory purchase, and an increase in the Customs of 1,200l. The total loss on the cessation of ivory purchase would thus be 1,800l., but this would be counterbalanced by the development of trade.

Abstract 1 j.

Customs, &c.—(1,000l.)

Estimate in existing circumstances.

N.B.—Rate of exchange is taken throughout at 16 rupees to the £.

DETAILS of Abstract 1 b.

1 b (1).—Pay.

Rank.	Active.			Reserve.		
	No.	Rate.	Total.	No.	Rate.	Total.
Colonel	1	Rupees. 420	Rupees. 420	..	Rupees.	Rupees.
*Major.	1	200	200	..	..	..
*Commander	1	100	100	..	..	..
*1st Lieutenant ..	2	100	200	..	..	..
*2nd Lieutenant (instructor)	1	50	50	..	..	..
*Sergeant-Major ..	1	33	33	..	..	..
*Sergeant	4	32	128	..	..	..
*Corporal	1	30	30	..	..	..
*Lance-Corporal ..	3	28	84	..	..	..
Captain	5	65	325	2	33	66
1st Lieutenant ..	5	50	250	1	25	25
2nd	5	36	180	2	18	36
Sergeant-Major ..	5	12	60	..	..	..
Sergeant	16	9	144	5	5	25
Corporal	20	7	140	5	4	20
Lance-Corporal ..	27	6	162	10	3	30
Private	430	4	1,720	225	2	450
Total per mensem ..	..	..	4,226	..	..	652
Grand total per mensem ..	..	..	4,878			
Total per annum ..	..	..	58,536			

* Egyptian Soudanese (Company's) re-enlisted.

1 b (2).—Rations.

Rank.	Active.			Reserve.		
	Number.	Scale.	Rations per Diem.	No.	Scale.	Rations per Diem.
Colonel	1	10	10	..	..	..
Major	1	10	10	..	..	..
Commander	1	10	10	..	..	..
Captain	5	4	20	2	2	4
1st Lieutenant	7	3	21	1	1½	1½
2nd "	6	3	18	2	1½	3
Regimental Sergeant-Major	1	3	3	..	..	..
Sergeant-Major	5	2	10	..	..	..
Sergeant	20	2	40	5	1	5
Corporal	20	1½	30	5	1	5
Lance-Corporal	30	1½	45	10	1	10
Private	430	1	430	225	½	112½
Total per diem	..	..	647	..	..	141
Grand total per diem	..	..	788			

788 rations per diem = 287,620 per annum.

At $\frac{3}{16}$ the of a rupee each = 21,572 rupees per annum.

1 b (3).—Clothing.

Article.	Unit.	Number of Units.	Rate per Unit.	Value.
			Rupees.	Rupees.
Americani (cloth)	Yard ..	2,600	1	2,600
Blankets	One ..	40	12	480
Bombay (cloth)	Yard ..	4,657	½	4,075
Drill (cloth)	" ..	2,600	1½	3,250
Jerseys	One ..	670	6	4,020
Boots	One pair ..	80	10	800
Putties	" ..	1,100	3	3,300
Suits (khakee or drill)	One ..	80	10	800
Tarbooshes	" ..	750	2½	1,594
Buttons	" ..	2,000	..	300
Chevrons, &c., needles, thread, &c.	" ..	..	..	200
Tents	" ..	..	..	200
Total	..	..	..	21,619

TABLE to accompany above.

List.	No.	Ranks.	Americani, yards.	Blankets.	Bombay, yards.	Drill, yards.	Jerseys.	Pairs Boots.	Pairs Puttees.	Suits, Khaki or Drill.	Tarbooshes.
Instructors ..	14	Egyptian Soudanese (including 5 officers)	..	14	112	..	14	14	28	28	28
Active ..	6	Officers, Captain and above ..	..	..	..	..	..	12	..	12	12
	10	" below Captain ..	..	..	..	..	..	10	..	20	20
	21	Sergeants ..	105	..	168	105	21	21	42	..	21
	477	Corporals and privates ..	2,385	..	3,816	2,385	477	..	954	..	477
Reserve ..	5	Officers ..	..	..	..	..	..	5	..	5	10
	5	Sergeants ..	..	..	..	..	5	5	..	5	5
	15	Corporals and Lance-Corporals ..	..	..	..	..	15	..	15	..	15
	225	Privates ..	..	..	..	..	113	..	..	..	113
Total ..			2,490	14	4,096	2,490	645	67	1,044	65	701
Contingent..			110	26	561	110	25	13	56	15	49
Total per annum ..			2,600	40	4,657	2,600	670	80	1,100	80	750

DETAILS of Abstract 1 c.

1 c (1).—Pay.

Class.	No.	Pay per Mensem.	Totals per Mensem.	Totals per Annum.
		Rupees.	Rupees.	Rupees.
Headmen (1st class) ..	9	40	360	4,320
" (2nd ") ..	14	25	350	4,200
Artizans ..	11	15	165	1,980
Askaris ..	81	12	972	11,664
Porters ..	255	10	2,550	30,600
Servants ..	25	12	300	3,600
Total ..	..	..	..	56,364

1 c (2).—Rations.

Class.	No.	Scale.	Rations per Diem.	Annual Value of Rations.
			Rupees.	
Headmen (1st class) ..	9	3	27	485½ rations per day = 177,207½ per annum, at $\frac{2}{3}$ rupees each = 18,291 rupees.
" (2nd ") ..	14	2	28	
Artizans ..	11	1½	16½	
Askaris ..	81	1½	121½	
Porters ..	255	1	255	
Servants ..	25	1½	37½	
Total ..	..	..	485½	

1 c (3).—Reliefs, &c.

As an annual relief of about half the strength would be required each year, owing to the general objection of the Swahilis to engage for long periods, and as the journey from the coast, on enlistment, to Kikuyu (where they would be absorbed into the staff on the "communications"), and from Kikuyu to the coast, on discharge, would occupy together about two months, to which some little time and expenditure must be added in connection with their enlistment and discharge, a sum of 14,000 rupees is estimated for to cover these charges. As the relief would probably carry up loads to Kikuyu, this sum would be somewhat reduced, but such saving has not been allowed for in the Estimate.

Estimate No. II.—*Proposed "Communications" Establishment.*

General Abstract.

Expenditure.			Receipts.		
No. of Abstract.	Heads.	Cost.	No. of Abstract.	Heads.	Value.
2 a.	Pay of Staff	£ 2,500	2 c.	Carriage of loads to Uganda ..	£ 4,500
2 b.	Contract to Kikuyu	2,250	2 d.	Down carriage of ivory ..	250
			2 e.	Mail subsidy	100
	Total	4,750		Total	4,750

Abstract 2 a.

Pay of Staff.—(2,500l.)

Class.	Sub-Heads.	No.	Rate per Mensem.	Total per Annum.	Total.
Europeans	Road Commandant	1	Rupees.	£ 450	800
	Assistant (3rd class)	1	..	250	
	Language allowances	..	..	100	
Swahilis	Headmen (1st class)	1	40	Rupees. 480	= 1,334
	" (2nd class)	2	25	600	
	Askaris	20	12	2,880	
	Porters	140	10	16,800	
	Servants	4	12	576	
				21,336	
Supplies, &c. ..	Rations	..	..	..	300
	Contingencies	..	..	..	66
	Total	..	..	..	2,500

Abstract 2 b.

Contract to Kikuyu.—(2,250l.)

Would be a contract with any Company or firm at the coast for the carriage of 900 loads per annum from the coast to Kikuyu at 2l. 10s. per load, including all packing and similar charges.

Abstract 2 c.

Carriage of Loads to Uganda.—(4,500l.)

This sum would be provided from the Uganda Estimate (No. I) at the rate of 5l. per load, up to 900, carried to Uganda; transport to the latter place having already been allowed for in the valuation of necessary supplies.

Abstract 2 *d.**Down carriage of Ivory.—(250l.)*

This credit is explained by the fact that in the Uganda Estimate (No. I) ivory sent down to the coast is credited at its value, transport paid.

It may be well to add that, in the event of Her Majesty's Government ceasing to buy ivory, an equal or even greater credit would be obtained for this estimate by transport for traders.

 Abstract 2 *e.*
Mail Subsidy.—(100l.)

This amount has already been offered by the local authorities of the Church Missionary Society.

GENERAL DISTRIBUTION.—Uganda and Communications.*

District.	Station.	Europeans.	Troops.				Swahilis.						Total.
			Active.		Reserve.		Headmen (1st Class).	Headmen (2nd Class).	Artizans.	Askaris.	Porters.	Servants.	
			Native Officers.	Rank and File.	Native Officers.	Rank and File.							
Uganda	Port Alice .. Kampala, including Kibibi (half-way post to Toru) ..	6	9	153	1	74	3	6	28	90	11	387	
Toru	Toru head-quarters† Outpost .. Salt Lake ..	2	6 2 ..	152 50 ..	2	98	1 .. 1	2	10 .. 10	30 .. 30	4	207	
Usoga	Usoga head-quarters Outpost ..	2	1	50	1	24	1	2 1 ..	7 3 ..	20 10 ..	4	113 14	
Kavirondo	Berkeley Bay .. Mumma's .. Communications ..	2					1	.. 1 2	10 1 20	40 5 140	2 .. 4	56 7 169	
	Total ..	16	21	506	5	245	10	16	11	101	395	29	1,355

* The strength on communications is shown with the distribution in Uganda and districts, as the system of reliefs in this scheme includes the communications and effects, a saving of about 10,000 rupees on the system hitherto in use.

† The Toru head-quarters are near the boarders of Uganda; the troops stationed there are available for Uganda purposes.

Inclosure 4 in No. 9.

Estimate No. III.—*Proposed Kikuyu Establishment.*

General Abstract.

Expenditure.					Receipts.				
No. of Abstract.	Heads.			Cost.	No. of Abstract.	Heads.			Value.
				£					£
3 a.	European Staff	..	..	2,500	3 h.	Profit on goods	..	..	300
3 b.	Troops	..	..	Nil					
3 c.	Swahili establishment	..	..	2,688					
3 d.	Stores, ammunition, &c.	..	..	400					
3 e.	Local labour	..	..	300					
3 f.	Office expenses	..	..	100					
3 g.	Transport charges	..	..	500					
	Contingencies	..	..	412		Balance Dr.	..	..	6,600
	Total	..	..	6,900		Total	..	..	6,900

Abstract 3 a.

European Staff.—(2,500l.)*

Sub-Heads.				No.	Pay per Annum.	Total.	Total.
					£	£	£
Pay—							
Commissioner	..	..	..	1	950	950	
2nd class Assistant	..	..	..	1	450	450	
3rd class Assistants	..	..	..	3	250	750	
Language allowances	..	..	..	..	..	..	2,150
Sick passages, &c.	..	..	..	..	..	..	250
							100
Total	..	..	..	..	..	..	2,500

Abstract 3 b.

Troops.—(Nil.)

The necessary troops, consisting of 2 native officers and 60 rank and file, will be supplied by Zanzibar.

* This estimate is calculated to allow for an average of one officer on leave.

Abstract 3 c.

Swahili Establishment.—(2,688l.)

Sub-Heads.					Total of Sub-Head.	Total.
					Rupees.	Rupees,
1. Pay	..	..	..	..	32,112	
2. Rations	..	..	..	..	5,110	
3. Enlistment, reliefs, &c.	..	..	..	..	4,500	
Contingencies	..	..	..	..	1,278	
						43,000
Total	..	..	..	..	..	= £2,688

Abstract 3 d.

Stores, Ammunition, &c.—(400l.)

Being the value at Kikuyu of estimated annual requirements.

Abstract 3 e.

Local Labour.—(300l.)

To provide for pay of natives employed on roads, bridges, posts, &c.

Abstract 3 f.

Office Expenses.—(100l.)

Rough estimate of annual expenditure.

Abstract 3 g.

Transport Charges.—(500l.)

Provides for carriage of 200 loads]from the coast to Kikuyu by contract, at 40 rupees per load of 65 lbs. The contract rate includes any charges connected with packing, &c.

Abstract 3 h.

Profit on Goods.—(300l.)

This credit results from the fact that goods, being estimated at their Kikuyu value, while transport is at the same time separately charged for, a credit will be realized on their issue at destination. This credit might be expected to correspond exactly with the cost of transport, but subsequent detailed accounts will show that it may, according to circumstances, either exceed or fall short of it. For present purposes, it is therefore estimated well on the safe side, viz., at £300.

DETAILS of Abstract 3 c.

3 c (1).—*Pay.*

Rank.					No.	Pay per Month.	Total per Month.	Total per Annum.
						Rupees.	Rupees.	Rupees.
Headmen (1st class)	..	..	..	..	3	40	120	
" (2nd class)	..	..	..	..	4	25	100	
Artizans	..	..	..	..	4	15	60	
Askaris	..	..	..	..	50	12	600	
Porters	..	..	..	..	170	10	1,700	
Servants	..	..	..	..	8	12	96	
							2,676 × 12 =	32,112

3 c (2).—*Rations.*

	Headmen, 1st Class.	Headmen, 2nd Class.	Artizans.	Askaris.	Porters.	Servants.	Total Annual Value of Rations.
Number ..	3	4	4	50	170	8	
Scale ..	3	2	1½	1½	1	1½	
Daily rations ..	9	8	6	75	170	12	= 280 rations per day.
At 20 rations per rupee = 14 rupees per day =							5,110 rupees per annum.

3 c (3).—*Enlistment, Reliefs, &c.*

As an annual relief of about half the strength would be required each year, owing to the general objection of the Swahili to engage for long periods, and as the journey from the coast to Kikuyu on enlistment and from Kikuyu to the coast on discharge would together occupy about two months, during which time the men would have to be paid, the annual expenses connected with the reliefs would amount to about 4,500 rupees. As, however, the men would probably carry loads up to Kikuyu, this sum would not be all lost; but allowance has not here been made for any saving under this head.

N.B —Rate of exchange is taken at 16 rupees to the £.

DISTRIBUTION.

Station.		Europeans.	Troops.		Swahilis.						Total.
			Native Officers.	Rank and File.	Headmen, 1st Class.	Headmen, 2nd Class.	Artizans.	Askaris.	Porters.	Servants.	
Kikuyu (Head-quarters)	..	3	2*	60*	1	2	2	10	70	4	154
Ravine Station	..	2	..	..	1	2	2	30	70	4	111
Machakos	..	..	..	..	1	..	..	10	30	..	41
Total	..	5	2*	60*	3	4	4	50	170	8	306

Inclosure 5 in No. 9.

Estimate No. IV.—*Proposed Railway to Kikuyu.*

General Abstract.

Debit.			Credit.		
No. of Abstract.	Heads.		No. of Abstract.	Heads.	
4 a.	Interest on capital at 3 per cent...	£ 27,000	4 c.	Freight traffic	£ 6,062
4 b.	Working expenses	20,000	4 d.	Passenger traffic	5,175
			4 e.	Savings due to railway.. ..	5,763
				Zanzibar grant	10,000
				Balance Dr.	20,000
	Total	47,000		Total	47,000

Abstract 4 a.

Interest on Capital.—(27,000l.)

In the absence of the more detailed estimates prepared by Captain Pringle, R.E., this estimate is based on Captain Macdonald's Report of March 5, 1892, supplemented by Captain Pringle's Report of September 29, 1892. A line from Mombasa to a terminal station on the plain just outside the Kikuyu forest would be 320 miles long, and cost 900,000l.

Abstract 4 b.

Working Expenses.—(20,000l.)

As much of this length is very easy, the working expenses and maintenance charges might be taken at 1,000 rupees per mile, or 320,000 rupees = 20,000l. per annum.

Abstract 4 c.

Freight Traffic.—(6,062l.)

Heads.	Amount in Loads of 65 lbs.	Rate per Load.	Receipts.	Remarks.
		Rupees.	Rupees.	
Uganda and Lake District—				
Government loads	1,000	5	5,000	Estimated requirements, including “communications.”
Mission loads	1,500	5	7,500	Average annual requirements at present uncertain, probably 1,000, but both Missions ex- tending.
Trade loads	1,500	5	7,500	As the railway would divert the Lake trade into British sphere, probably quite this.
Ammunition, arms, and high-rate goods	50	20	1,000	Present estimate.
Export ivory	500	10	5,000	Estimated present export, 400 loads.
Miscellaneous	..	..	1,000	
Kikuyu and Baringo—				
Government loads	200	5	1,000	
Mission loads	100	5	500	
Ammunition, arms, and high-rate goods	50	20	1,000	
Trade loads	2,500	5	12,500	
Europeans' loads	1,200	5	6,000	Travellers, sportsmen, prospectors, &c.
Export ivory	200	10	2,000	The Suk country and Lake Rudolf would probably supply more than this.
Export grains (tons)	1,500	16	24,000	Very low estimate for Ulu and Kikuyu.
Export live stock	..	..	3,000	Probably low.
Europeans' loads (down)	600	5	3,000	Travellers, sportsmen, prospectors, &c.
Hides, honey, beeswax, &c. ..	..	..	1,000	
Timber and miscellaneous ..	..	..	1,000	
Railway necessities	..	..	15,000	Revenue charges, and trade goods, food, &c., necessary for Staff.
Total	..	..	97,000	
At 16 rupees to the £ ..	..	..	= £6,062	

Abstract 4 d.

Passenger Traffic.—(5,175l.)

Class.	Heads.	No. of Fares.	Total Fares.	Rate.	Receipts.	Remarks.
				Rupees.	Rupees.	
First ..	Uganda and Lake District—					
	Government officials..	8				Estimated reliefs, &c. Probably low.
	Missionaries ..	16				
	Traders ..	16				
			40	160	6,400	
	Kikuyu, &c.—					
	Government officials..	5				Estimated.
	Traders ..	5				
	Travellers, sportsmen, &c.	60				
			70	160	11,200	
Second..	Intermediate stations—					
	Government officials ..	3				Probable.
	Missionaries ..	8				
	Traders, &c. ..	9				
			20	100	2,000	
	Traders ..	70				
	Natives ..	30				
			100	40	4,000	
	Government servants ..	600				Estimated.
	Traders' caravans ..	4,000				
Third ..	Travellers' followers ..	800				
	Natives ..	2,000				
			7,400	8	59,200	
	Total ..				82,800	
	At 16 rupees to the £ ..				= £5,175	

Abstract 4 e.

Savings due to Railway.—(5,763l.)

Estimate.	Sub-head.	Losses.	Savings.
		£	£
Uganda (Estimate No. I) ..	Ivory purchase ..	7,000	..
	Goods for ivory purchase ..	..	4,000
	Duty on ivory ..	..	3,000
	Duty (miscellaneous) ..	..	200
	Swahili reliefs ..	..	500
	Miscellaneous ..	..	300
Communications (Estimate No. II)	Carriage of loads to Kikuyu ..	..	2,000
	Carriage of 250 extra loads to Uganda ..	..	625
Kikuyu (Estimate No. III) ..	Duty on imports ..	..	200
	Duty on grain, &c., exported ..	..	538
	Duty on ivory ..	..	1,200
	Saving in reliefs ..	..	200
	Balance saved ..	5,763	..
		12,763	12,763

Inclosure 6 in No. 9.

GENERAL Abstract for complete proposed Scheme.

	Expenditure.	Receipts.
	£	£
Estimate No. I. Uganda	28,000	8,000
„ No. II. Communications	4,750	4,750
„ No. III. Kikuyu	6,900	300
„ No. IV. Railway	47,000	27,000*
General contingencies	3,400	..
Balance Dr.	..	50,000
	90,050	90,050

Inclosure 7 in No. 9.

Memorandum.

STEAMERS and Steam Launches.

IMMEDIATE OUTLAY.

Purchase—				£
Two steamers of 60 tons each, at 4,000%	..	..	..	8,000
Four steam-launches of 15 tons each, at 500%	..	..	..	2,000
Transport—				
180 tons, at 250%† a-ton.. ..	..	..	..	45,000
				<u>55,000</u>

ANNUAL COST.

Up-keep—			£
Two steamers, at 1,000% a-year each }	..	..	3,600
Four steam-launches at 400% a-year each }			
Less 800% a-year already provided for in the Estimates	..	800	
			<u>2,800 a-year.</u>

* Out of this, a sum of 5,763% is due to increased revenue and decreased expenditure at Kikuyu and in Uganda, and to gain on communications.

† It may be estimated that for so large an operation the cost of transport might be reduced to this figure per ton.

Reports relating to Uganda by Sir Gerald Portal.

Presented to both Houses of Parliament by Com-
mand of Her Majesty. March 1894.

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PAPERS

RELATING TO THE

AGREEMENT

BETWEEN

GREAT BRITAIN AND HIS MAJESTY THE
KING OF THE BELGIANS,

SOVEREIGN OF THE INDEPENDENT STATE OF THE CONGO,

Signed at Brussels, May 12, 1894.

*Presented to both Houses of Parliament by Command of Her Majesty.
May 1894.*

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Papers relating to the Agreement between Great Britain and His Majesty the King of the Belgians, Sovereign of the Independent State of the Congo, signed at Brussels, May 12, 1894.

The Earl of Kimberley to Mr. Hardinge.

Sir,

Foreign Office, May 23, 1894.

WHEN Her Majesty's Government decided upon assuming the Protectorate of Uganda, it became incumbent on them to consider the position of Great Britain as regards that part of the British sphere described in the Anglo-German Agreement as the western watershed of the Nile. It was understood that in 1890 arrangements were made between the Administrator of the Congo Free State and the late Sir W. Mackinnon, under which the East Africa Company agreed to waive in favour of the Free State any powers which it might acquire in the territory so described as a Chartered Company administering in the British sphere with the sanction of the Crown. The documents recording whatever arrangements may have been concluded were not officially communicated to, nor sanctioned by, Her Majesty's Government, and obviously could not have validity without that sanction. The Free State Administration, however, appears to have considered that, in virtue of these arrangements, it was justified in sending exploring parties into the territory affected by them. The expeditions are believed to have travelled over a considerable portion of the territory, and it appears that their leaders made Treaties and established posts.

Her Majesty's Minister at Brussels was, from time to time, directed to point out that, though Her Majesty's Government had no accurate information as to the destination and proceedings of these expeditions, the territory thus explored was well known to be included in the British sphere of influence.

Her Majesty's Government, in examining this situation in connection with the Protectorate of Uganda, desired, in order to put an end to all controversy as to these proceedings, to arrive at an arrangement which would be satisfactory to both parties. They could not fail to recognize the sacrifices which had been made in endeavouring to open up the country by His Majesty the King of the Belgians, whose efforts to promote the civilization of Africa have commanded their warm sympathy. On approaching His Majesty they found him fully disposed to enter into an arrangement which, while enabling him to continue the work he had commenced, would record his recognition of the position of Great Britain in her sphere, and of such claims as Egypt, and through her Turkey, may have to the Equatorial Provinces whose administration was abandoned owing to the evacuation of the Soudan.

I inclose copy of an Agreement by which His Majesty having recognized, on behalf of the Congo State, the British sphere of influence as laid down in the Anglo-German Agreement of 1890, receives from Great Britain leases of the territory specified in the Agreement under certain conditions.

Her Majesty's Government are satisfied that, under the Agreement, this portion of the British sphere will be administered in a spirit in full accordance with the requirements of civilization, and of the Acts of Berlin and Brussels.

The Agreement also effects certain frontier rectifications with the Congo Free State, which remove causes of possible local friction, and adds to the

delimitations already concluded with Italy on the north and Germany on the south, delimitation between the British sphere and the conterminous Power on the west.

Finally, Article 3 provides for the lease to Great Britain of a port at the northern end of Lake Tanganyika. As the southern end of the Lake is within the British sphere in Central Africa, this Concession will materially facilitate communication between the two British spheres. In order to secure access to this port, the lease has been obtained of a road passing through the Free State territory, connecting Lake Albert Edward, the eastern shore of which is in the British sphere, with the leased port. The navigation of Lake Tanganyika being declared to be free by the IInd Article of the Act of Berlin of 1885, this arrangement secures to British trade uninterrupted communication, the value of which is completed by the guarantees as to freedom of transit recorded in the IVth Article of the Berlin Act, and the VIIIth Article of the Anglo-German Agreement of 1890.

A map is annexed showing the effect of the Agreement.

I have, &c.

(Signed) KIMBERLEY.

Inclosure 1.

Agreement signed at Brussels, May 12, 1894.

THE Undersigned, the Honourable Sir Francis Richard Plunkett, a Knight Grand Cross of the Most Distinguished Order of St. Michael and St. George, Her Britannic Majesty's Envoy Extraordinary and Minister Plenipotentiary to the King of the Belgians, on behalf of the British Government, and M. van Eetvelde, Officer of the Order of Leopold, Grand Cross of the Orders of St. Gregory the Great, of Christ of Portugal, and of the African Redemption, &c., Secretary of State of the Interior of the Independent State of the Congo, on behalf of the Government of the Independent State of the Congo, duly authorized by their respective Governments, have agreed as follows:—

His Majesty the King of the Belgians, Sovereign of the Independent State of the Congo, having recognized the British sphere of influence, as laid down in the Anglo-German Agreement of the 1st July, 1890, Great Britain undertakes to give to His Majesty a lease of territories in the western basin of the Nile, under the conditions specified in the following Articles:—

ARTICLE I.

(a.) It is agreed that the sphere of influence of the Independent Congo State shall be limited to the north of the German sphere in East Africa by a frontier following the 30th meridian east of Greenwich up to its intersection by the watershed between the Nile and the Congo, and thence following this watershed in a northerly and north-westerly direction.

(b.) The frontier between the Independent Congo State and the British sphere to the north of the Zambesi shall follow a line running direct from the extremity of Cape Akalunga on Lake Tanganika, situated at the northernmost point of Cameron Bay at about 8° 15' south latitude, to the right bank of the River Luapula, where this river issues from Lake Moero. The line shall then be drawn directly to the entrance of the river into the lake, being, however, deflected towards the south of the lake so as to give the Island of Kilwa to Great Britain. It shall then follow the "thalweg" of the Luapula up to its issue from Lake Bangweolo. Thence it shall run southwards along the meridian of longitude of the point where the river leaves the lake to the watershed between the Congo and Zambesi, which it shall follow until it reaches the Portuguese frontier.

ARTICLE II.

Great Britain grants a lease to His Majesty King Leopold II, Sovereign of the Independent Congo State, of the territories hereinafter defined, to be by him occupied and administered on the conditions and for the period of time hereafter laid down.

The territories shall be bounded by a line starting from a point situated on the west shore of Lake Albert, immediately to the south of Mahagi, to the nearest point of the frontier defined in paragraph (a) of the preceding Article. Thence it shall follow the watershed between the Congo and the Nile up to the 25th meridian east of Greenwich, and that meridian up to its intersection by the 10th parallel north, whence it shall run along that parallel directly to a point to be determined to the north of Fashoda. Thence it shall follow the "thalweg" of the Nile southward to Lake Albert, and the western shore of Lake Albert to the point above indicated south of Mahagi.

This lease shall remain in force during the reign of His Majesty Leopold II, Sovereign of the Independent Congo State.

Nevertheless, at the expiration of His Majesty's reign, it shall remain fully in force as far as concerns all the portion of the territories above mentioned situated to the west of the 30th meridian east of Greenwich, as well as a strip of 25 kilom. in breadth, to be delimited by common consent, stretching from the watershed between the Nile and the Congo up to the western shore of Lake Albert, and including the port of Mahagi.

This extended lease shall be continued so long as the Congo territories as an Independent State or as a Belgian Colony remain under the sovereignty of His Majesty and His Majesty's successors.

Throughout the continuance of a lease there shall be used a special flag in the leased territories.

ARTICLE III.

The Independent Congo State grants under lease to Great Britain, to be administered when occupied, under the conditions and for the period hereafter determined, a strip of territory 25 kilom. in breadth, extending from the most northerly port on Lake Tanganika, which is included in it, to the most southerly point of Lake Albert Edward.

This lease will have similar duration to that which applies to the territories to the west of the 30th meridian east of Greenwich.

ARTICLE IV.

His Majesty King Leopold II, Sovereign of the Independent Congo State, recognizes that he neither has nor seeks to acquire any political rights in the territories ceded to him under lease in the Nile Basin other than those which are in conformity with the present Agreement.

Similarly, Great Britain recognizes that she neither has, nor seeks to acquire, any political rights in the strip of territory granted to her on lease between Lake Tanganika and Lake Albert Edward other than those which are in conformity with the present Agreement.

ARTICLE V.

The Independent Congo State authorizes the construction through its territories by Great Britain, or by any Company duly authorized by the British Government, of a line of telegraph connecting the British territories in South Africa with the British sphere of influence on the Nile. The Government of the Congo State shall have facilities for connecting this line with its own telegraphic system.

This authorization shall not confer on Great Britain or any Company, person or persons, delegated to construct the telegraph line, any rights of police or administration within the territory of the Congo State.

ARTICLE VI.

In the territories under lease in this Agreement the subjects of each of the Contracting Parties shall reciprocally enjoy equal rights and immunities, and shall not be subjected to any differential treatment of any kind.

In witness whereof the Undersigned have signed the present Agreement, and have affixed thereto the seal of their arms.

Done in duplicate at Brussels, this 12th day of May, 1894.

(L.S.) . FRANCIS RICHARD PLUNKETT.
(L.S.) EDM. VAN EETVELDE.

(No. 1.)

Sir F. Plunkett to M. van Eetvelde.

M. le Secrétaire d'État, *British Legation, Brussels, May 12, 1894.*

THE Earl of Kimberley, in authorizing me to sign the Agreement of this day's date for a lease of certain territories in the British sphere of influence in East Africa to His Majesty King Leopold II, has directed me to record the assurance that the parties to the Agreement do not ignore the claims of Turkey and Egypt in the basin of the Upper Nile.

I avail, &c.

(Signed) F. R. PLUNKETT.

(No. 2.)

M. van Eetvelde to Sir F. Plunkett.

Sir, *Brussels, May 12, 1894.*

IN signing, on behalf of His Majesty Leopold II, the Agreement of this day's date, for a lease of certain territories in the British sphere of influence in East Africa, I reciprocate the assurance that the parties to the Agreement do not ignore the claims of Turkey and Egypt in the basin of the Upper Nile.

I avail, &c.

(Signed) EDM. VAN EETVELDE.

(No. 3.)

M. van Eetvelde to Sir F. Plunkett.

M. le Ministre, *Bruxelles, le 12 Mai, 1894.*

AU cours des pourparlers auxquels a donné lieu la Convention de ce jour entre l'État Indépendant du Congo et la Grande-Bretagne, j'ai eu l'occasion de déclarer à votre Excellence que l'État du Congo s'engage à autoriser, le cas échéant, les recrutements de soldats que les Agents dûment commissionnés à cet effet par les autorités Britanniques désireraient effectuer dans les territoires situés entre le 30° méridien et le Lac Albert.

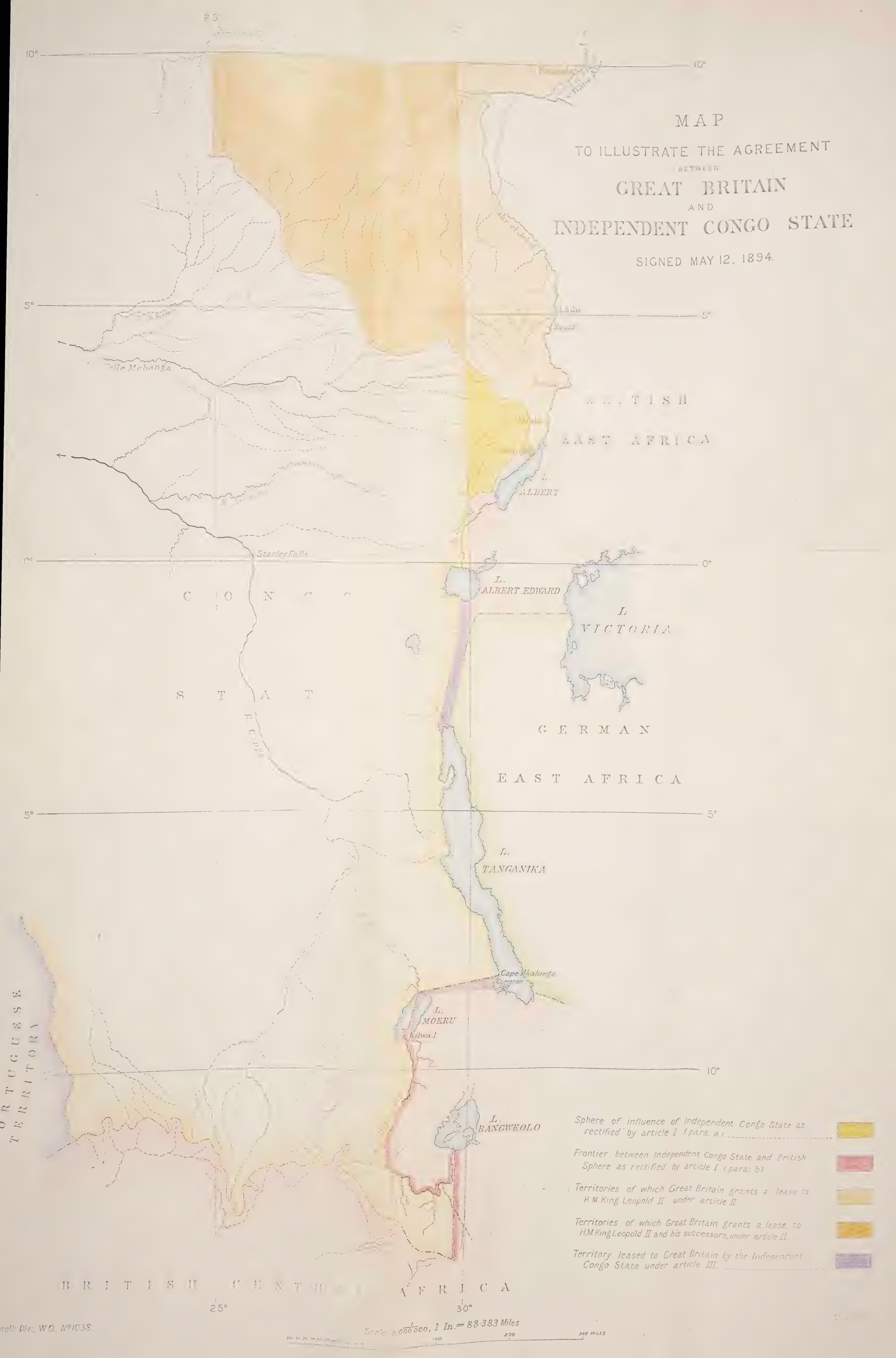
J'ai l'honneur de confirmer cet engagement, et je saisis, &c.

(Signé) EDM. VAN EETVELDE.

(Translation.)

M. le Ministre, *Brussels, May 12, 1894.*

IN the course of the discussions to which the Convention of to-day between the Independent State of the Congo and Great Britain has given rise, I have had occasion to declare to you that the State of the Congo engages to authorize, in case of need, such recruitment of soldiers as the Agents duly



MAP
TO ILLUSTRATE THE AGREEMENT
BETWEEN
GREAT BRITAIN
AND
INDEPENDENT CONGO STATE
SIGNED MAY 12, 1894.

PORTUGUESE
TERRITORY

- Sphere of influence of Independent Congo State as rectified by article I (para. a)
- Frontier between Independent Congo State and British Sphere as rectified by article I (para. b)
- Territories of which Great Britain grants a lease to H.M. King Leopold II under article II.
- Territories of which Great Britain grants a lease, to H.M. King Leopold II and his successors, under article II.
- Territory leased to Great Britain by the Independent Congo State under article III.

BRITISH CENTRAL AFRICA

commissioned for that purpose by the British authorities may wish to effect in the territories situated between the 30th meridian and Lake Albert.

I have the honour to confirm this engagement, and I seize, &c.

(Signed) EDM. VAN EETVELDE.

(No. 4.)

Sir F. Plunkett to M. van Eetvelde.

M. le Secrétaire d'État,

British Legation, Brussels, May 12, 1894.

IN accordance with the wish which you have expressed, I have to convey to your Excellency the assurance, on the part of the Earl of Kimberley, that his Lordship will be ready to recommend to Her Majesty's Secretary of State for the Colonies that facilities shall be given, so far as it may be found to be practicable, for recruitment, under suitable conditions, in the British Colonies on the West Coast of Africa, to facilitate the prompt and complete occupation by His Majesty King Leopold II of the territories in the western basin of the Nile comprised in the lease contained in the Agreement of this day's date.

I avail, &c.

(Signed) F. R. PLUNKETT.

Inclosure 2.

Map to illustrate the Agreement between Great Britain and the Independent State of the Congo, signed at Brussels, May 12, 1894.

PAPERS relating to the Agreement between Great Britain and His Majesty the King of the Belgians, Sovereign of the Independent State of the Congo, signed at Brussels, May 12, 1894.

*Presented to both Houses of Parliament by Com-
mand of Her Majesty. May 1894.*

CORRESPONDENCE relating to the INDEPENDENT STATE of the
CONGO.

Presented to both Houses of Parliament by Command of Her Majesty.

(This Paper was not Printed.)

INTOXICATING LIQUORS (COLONIES).

FURTHER PAPERS

REGARDING THE

PRESENT WORKING OF THE “LIQUOR LAWS”

IN

CANADA, THE AUSTRALIAN COLONIES, AND
NEW ZEALAND.

(In continuation of [C. 6276] February 1891 and [C. 6670] May 1892.)

Presented to both Houses of Parliament by Command of Her Majesty,
4 June 1894.



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1894.

CONTENTS.

Serial No.	From or to whom.	Colony.	Date.	Subject.	Page.
			1893.		
1	To the Governors of Australian Colonies and the Governor-General of Canada.	—	Mar. 17	Asks for a report on the operation of the liquor laws in the Colonies, in continuation of information already furnished.	3
2	Lord Stanley of Preston.	Canada	April 28 (Rec. May 18.)	Forwards all the information which can be supplied up to the present time; the report of the Royal Commission which is now investigating the liquor question will be forwarded in due course.	3
3	Sir H. W. Norman -	Queensland.	April 24 (Rec. June 5.)	Reports that he has asked the Chief Secretary for any information available since the date of his Despatch of 17th February 1890.	4
4	Sir R. W. Duff -	New South Wales.	June 8 (Rec. July 18.)	Furnishes information asked for in Despatch of 17th March.	5
5	Sir H. W. Norman -	Queensland.	June 9 (Rec. July 18.)	Ditto.	10
6	The Earl of Glasgow	New Zealand.	June 5 (Rec. July 20.)	Reports that no alteration has been made in the Licensing Laws since the date of his Despatch of 1890.	15
7	The Earl of Hoptoun.	Victoria	June 19 (Rec. July 26.)	Furnishes information asked for in Despatch of 17th March.	15
8	Viscount Gormanston	Tasmania	Sept. 30 (Rec. Nov. 6.)	Ditto.	16
9	The Earl of Kintore	South Australia.	Oct. 31 (Rec. Dec. 5.)	Ditto.	20
10	The Earl of Aberdeen	Canada	Dec. 12 (Rec. Dec. 26.)	Transmits copy of a letter from the Secretary of State for the Dominion stating that, pending the report of the Royal Commission which is now sitting, no separate reports can be made.	28

NOTE.—No reply has yet been received from Western Australia.

FURTHER PAPERS
REGARDING THE
PRESENT WORKING OF THE "LIQUOR LAWS"
IN
CANADA, THE AUSTRALIAN COLONIES, AND
NEW ZEALAND.

No. 1.

THE MARQUESS OF RIPON to the GOVERNORS of THE AUSTRALASIAN COLONIES (except FIJI and BRITISH NEW GUINEA) and the GOVERNOR-GENERAL OF CANADA.

SIR, Downing Street, March 17, 1893.
WITH reference to my predecessor's circular Despatch of the 12th March 1890, I have the honour to inform you that Her Majesty's Government have undertaken to lay before Parliament further papers respecting the operation of the liquor laws in certain Colonies, in continuation of those already presented.

I request that you will invite your Ministers to furnish me at their earliest convenience with a report on the subject with respect to the Colony under your administration.

I have, &c.
(Signed) RIPON.

No. 2.

LORD STANLEY OF PRESTON to the MARQUESS OF RIPON.
(Received May 18, 1893.)

CANADA.

MY LORD, Government House, Ottawa, April 28, 1893.

IN reply to your Lordship's circular Despatch of the 17th ultimo requesting a report upon the working of the liquor laws in Canada, I have the honour to forward copy of an approved Minute of the Privy Council representing that the Minute of Council which accompanied my Despatch of the 9th March 1892* embodies all the information which can be supplied by Canada up to the present time. It will be observed, however, that the report of the Royal Commission which is now investigating the liquor question will be forwarded as soon as it has been submitted to Parliament.

I have, &c.
(Signed) STANLEY OF PRESTON.

* [C. 6670] May 1892.

Enclosure in No. 2.

CERTIFIED COPY of a REPORT of a COMMITTEE of the HONOURABLE the PRIVY COUNCIL, approved by His EXCELLENCY the GOVERNOR-GENERAL in COUNCIL, on the 22nd April 1893.

The Committee of the Privy Council have had under consideration a Despatch, hereto attached, dated 17th of March 1893, from the Marquis of Ripon, stating that Her Majesty's Government have undertaken to lay before Parliament further papers respecting the operation of the liquor laws and requesting a report on the operation of the liquor laws in Canada.

The Secretary of State, to whom the matter was referred, observes that exhaustive reports upon this subject, from the several provinces of the Dominion, obtained at the request of the then Secretary of State for the Colonies, form the subject of a Minute of Council dated 23rd February 1892, which was duly forwarded by his Excellency the Governor-General to the Colonial Office.

The Minister further states that nothing has occurred since that date to necessitate a supplementary report, but he wishes to add that a Royal Commission is now engaged in an inquiry, the report of which, as soon as the same has been presented to Parliament, will be forwarded to the Colonial Office for the information of Her Majesty's Government.

The Committee advise that your Excellency be moved to forward a certified copy of this Minute to the Most Honourable the Secretary of State for the Colonies in answer to his Despatch of 17th March 1893.

All which is respectfully submitted for your Excellency's approval.

(Signed) JOHN J. MCGEE,
Clerk of the Privy Council.

No. 3.

SIR H. W. NORMAN to the MARQUESS OF RIPON.
(Received June 5, 1893.)

Government House, Brisbane,
April 24, 1893.

MY LORD MARQUESS,

I HAVE the honour to acknowledge the receipt of your Circular, dated the 17th ultimo, desiring me to invite the attention of my Ministers to Lord Knutsford's Circular Despatch of the 12th March 1890, in which papers were asked for relating to the operation of the liquor laws in certain Colonies, in order that information might be laid before Parliament.

2. I have to explain that Lord Knutsford's Circular of the 12th March 1890 simply urged that the information asked for in a previous Circular, dated 14th August 1889, should be sent as soon as possible. That information, however, had already been transmitted to the Colonial Office in my Despatch of the 17th February 1890,* and must have crossed the Circular Despatch of the 12th March 1890.

3. I have asked the Chief Secretary to supply me with any further information that may be now available respecting the operation of the liquor laws in this Colony, and will forward a copy of his reply when received.

I have, &c.
(Signed) H. W. NORMAN.

* No. 2 in [C.—6276], February 1891.

SIR R. W. DUFF to the MARQUESS OF RIPON.
(Received July 18, 1893.)

MY LORD,

Sydney, June 8, 1893.

IN reply to your Lordship's Circular Despatch of the 17th March last, requesting to be furnished with a report on the operation of the liquor laws in this Colony, I have the honour to transmit herewith a letter with enclosures which I have received from the Colonial Secretary on the subject.

I have, &c.
(Signed) R. W. DUFF.

Enclosure in No. 4.

RE WORKING OF LIQUOR LAWS IN NEW SOUTH WALES.

SIR, Police Department, Inspector-General's Office,
Sydney, May 27, 1893.

IN compliance with the direction of his Excellency the Lieutenant-Governor, I do myself the honour to transmit herewith reports from the superintendent of police in charge of the metropolitan district and the district licensing inspector, on the points upon which information is desired.

It would take a considerable time to obtain reports from the various country districts, but the operation of the Act in the metropolitan district affords a clear indication of its working generally throughout the Colony.

Some amendment in the law is no doubt desirable, chiefly as regards Sunday trading, as the Act is still violated, and the difficulties in the way of prosecution to conviction are increased by the experience licensed publicans have obtained in the best methods of evading detection and conviction.

There are still far too many hotels licensed, leading to competition, with the usual inducements to the working classes to spend their wages in drink. I regret to add that the statistics and general information obtained from year to year are not encouraging as evidence of any marked decrease in intemperance.

The police, acting as licensing inspectors, are instructed to oppose the granting or renewal of licenses when such would be opposed to the best interests of the community, but I regret to say that they are frequently unsuccessful.

I have, &c.
(Signed) EDMUND FOSBERY,

The Principal Under Secretary, &c. &c. &c. Inspector General of Police.

SIR, Police Department, Superintendent's Office,
Metropolitan District, Sydney, May 26, 1893.

I HAVE the honour to transmit, for your information, a report from the licensing inspector for the metropolitan police district relative to the operations of the Sale of Liquors Licensing Acts of 1882 and 1883.

The local option law to which he especially refers is much too limited in its operation to afford a satisfactory test of the value of the principle; but, considering that it has been the means of replacing a number of very inferior houses by buildings of a superior class, which are not much frequented by persons addicted to intemperance, its operation has certainly been beneficial, and I am decidedly in favour of such an extension to the principle as would approximate to full local option.

The slight decrease in the number of persons arrested for drunkenness in 1892, relative to population, is, I think, as much the result of the absence of about one half

NEW SOUTH WALES, — the metropolitan force at Broken Hill for several months as of the want of means to purchase liquor by the people.

The difficulties experienced in enforcing the Sunday closing provision of the Act have in no degree diminished.

The Inspector-General of Police.

I have, &c.
(Signed) G. READ,
Superintendent.

Police Department, Inspector General's Office,
Sydney, May 17, 1893.

Memorandum referred to Superintendent Read :—

As the metropolitan district most materially affects the whole question, Inspector Lenthall should be called upon to report at length, as desired by his Excellency, and Inspector Read should add his observations.

E. F.

Central Police Office, Sydney, New South Wales,
May 25, 1893.

SIR,

I do myself the honour to report that no alteration in the Licensing Liquor Law of this Colony has taken place since 1883.

I attach a printed copy of my report upon the last local option vote taken in the metropolitan suburban municipalities in February 1891, and also a written copy of my report of the vote taken in the city of Sydney in the following December.

The same apathy was shown as in former years, where no contested election took place, scarcely any votes were recorded.

The number of hotels in this district have been as under :—

December 1889, 855, being one hotel to 411 mean population.

„	1890, 852,	„	„	435	„
„	1891, 846,	„	„	461	„
„	1892, 833,	„	„	487	„

So that, although the population has increased, the number of hotels has been reduced by 22, caused principally by old worn-out houses having been closed through the police objections to renewals being granted, as they were unfit to be further licensed.

The arrests for drunkenness in the Metropolitan District have been as under :—

	Year.	No. of Arrests.	Mean Population.	Proportion of Arrests to Mean Population.
	1889 - -	9,924	351,475	2·8
	1890 - -	9,894	370,355	2·7
	1891 - -	11,442	389,655	2·9
	1892 - -	10,740	405,490	2·6

The proportion for 1892 is lower than the previous years, caused by great depression and distress among the working classes through want of employment.*

As a factor in the repression of drunkenness, I do not think the local option vote in this district has had any appreciable effect. It has certainly prevented the licensing of new hotels, except where buildings have been erected containing over 30 rooms in order to overcome the operations of the vote. Such houses when licensed have proved in the majority of cases perfect failures as residential hotels, the sale of liquor being the only trade done.

I have, &c.
(Signed) W. E. LENTHALL, Inspector,
District Licensing Inspector,
Metropolitan District.

Mr. Superintendent Read,
Sydney.

* Also no doubt by the absence of a large body of the Metropolitan Police at Broken Hill during the strike.
—E. F., I. G. Police.

Woolloomooloo Station,
December 21, 1891.

NEW SOUTH
WALES.

SIR,

I do myself the honour to forward herewith a comparative return showing the result of the local option vote taken in the City of Sydney at the aldermanic elections this month, as notified in the Government Gazette No. 775, dated 8th instant, and which will remain in force for three years from that date.

The vote results in the negative in every ward in Division A., and in Division B. it is in the negative in five and in the affirmative in three wards. The elections were only contested in five wards, in the other three that were uncontested there was as usual very little interest taken by those entitled to vote.

In 1888 there were 22,066 voters on the municipal lists, this year there are 23,361, showing an increase of 1,295; only a little over one fifth exercised their privilege.

When the vote was last taken there were 499 hotels in the city, now there are 478, showing a decrease of 21.

I have, &c.

(Signed) W. E. LENTHALL, Inspector,
District Licensing Inspector,
Metropolitan District.

Mr. Superintendent Read,
Sydney.

COMPARATIVE RETURN of RESULT of LOCAL OPTION VOTE taken in the City of Sydney
in December 1891.

Wards.	No. of Voters on Citi- zens' Lists.	Division A. New Licenses.			Division B. Removals.			Results A. New Licenses.		Results B. Removals.		Present No. of Hotels.	Whether Election Contested.	Remarks.
		Yes.	No.	Total.	Yes.	No.	Total.	Affirmative.	Negative.	Affirmative.	Negative.			
Cook - -	6,086	423	716	1,139	493	603	1,096	—	1	—	1	88	Contested.	
Denison - -	3,875	361	590	951	401	530	931	—	1	—	1	71	Contested.	
Gipps - -	1,940	224	288	512	264	245	509	—	1	1	—	58	Contested.	
Brisbane - -	1,425	152	319	471	196	225	421	—	1	1	—	57	Contested.	
Phillip - -	3,440	8	15	23	8	15	23	—	1	—	1	58	No contest.	
Macquarie - -	1,973	7	15	22	7	14	21	—	1	—	1	54	No contest.	
Fitzroy - -	3,591	378	639	1,017	493	500	993	—	1	1	—	47	Contested.	
Bourke - -	1,023	13	24	37	15	22	37	—	1	—	1	45	No contest.	
Total - -	23,361	1,566	2,606	4,172	1,877	2,154	4,031	—	—	—	—	478		

W. E. LENTHALL, Inspector,
District Licensing Inspector,
Metropolitan District.

1891.

LEGISLATIVE ASSEMBLY.

NEW SOUTH WALES.

LOCAL OPTION (RESULT OF VOTE TAKEN IN METROPOLITAN-SUBURBAN MUNICIPALITIES
IN FEBRUARY 1891.

Ordered by the Legislative Assembly to be printed, May 26, 1891.

The Inspector-General of Police to the Principal Under Secretary.

Police Department, Inspector-General's Office,
Sydney, April 27, 1891.

SIR,

I HAVE the honour to submit herewith, for the information of the Colonial Secretary and transmission to the Minister of Justice, a report received from the district inspector of the metropolitan licensing district, together with a comparative

return showing the result of the Local Option Vote taken in the suburban municipalities within the metropolitan licensing district during the aldermanic election in February last.

I have, &c.
(Signed) EDMUND FOSBERY,
Inspector-General of Police.

Submitted.—28/4/91. The Minister of Justice.—H.P., 30/4/91.
The Under Secretary of Justice.—C.W., P.U.S., B.C., May 6, 1891.

Enclosure.

SIR,

Woolloomooloo Station, April 27, 1891.

I do myself the honour to forward herewith a comparative return showing the result of the Local Option Vote taken in the suburban municipalities within the metropolitan licensing district during the aldermanic elections in February last.

When the Vote was taken in February 1888 there were on the municipal lists 50,356 voters. This year there were 56,766, showing an increase during the last three years of 6,410.

Only 12,101 voted under Division A., and 11,626 under Division B., which result, omitting fractions, is about 21 per cent., being 1 per cent. more than when the last vote was taken.

There are 28 municipalities which are divided into 94 wards, and 5 municipalities undivided. Out of 99 elections the Local Option Vote was carried in 89 in the negative and 10 in the affirmative in both Divisions A. and B.

There are at present 490 hotels in the city of Sydney, 13 in places not incorporated, and 351 in the suburban municipalities, showing an increase in the latter of 21 since the vote was taken in 1888, caused by the incorporation of Botany, North Botany, and Enfield, and the granting of licenses to large hotels which had the requisite number of rooms to overcome the Local Option Vote.

The following is the result of the licensing business in the suburbs since the Local Option Vote was taken in 1888 :—

New Publicans Licenses.

Granted	-	-	-	-	-	-	-	-	1
Refused	-	-	-	-	-	-	-	-	3
Withdrawn, &c.	-	-	-	-	-	-	-	-	1

Conditional Licenses.

Granted	-	-	-	-	-	-	-	-	17
Refused	-	-	-	-	-	-	-	-	47
Withdrawn, &c.	-	-	-	-	-	-	-	-	45

In the suburban municipalities in 1885 there were 298 hotels, in 1888 there were 330, and in 1891 there are 351.

I have again to remark that where no contested election took place very little interest, according to the result of numbers, seems to have been exhibited, and the majority of those entitled to vote appear to have been apathetic about the matter. In Bellvue Ward, Woollahra, only one vote was recorded.

The operation of the vote has been quite secondary to the firm stand taken by the licensing bench in refusing licenses to places that were not clearly shown to be of public convenience and required utility.

(Signed) W. E. LENTHALL, Inspector,
District Inspector,
Metropolitan Licensing District.

Forwarded to the Inspector-General of Police.—G. READ, Supt., 27/4/91.

COMPARATIVE RETURN of RESULTS of LOCAL OPTION VOTE in the Metropolitan Suburban Municipalities taken in February 1891.

NEW SOUTH
WALES.

Municipalities.	No. of Voters on Municipal Lists.	Division A— New Licenses.			Division B— Removals.			Results—A.		Results—B.		Gazette Notification.		No. of Hotels.	Whether Election contested.
		Yes.	No.	Total.	Yes.	No.	Total.	Affirmative.	Negative.	Affirmative.	Negative.	No.	Date.		
ALEXANDRIA—															
East Ward	326	53	75	132	57	70	127	—	1	—	1	116	1891. 19 Feb.	9	Contested.
West Ward	744	107	122	229	106	114	220	—	1	—	1	"	"	3	"
South Ward	276	77	35	112	56	48	104	1	—	1	—	"	"	—	"
Beaconsfield Ward	258	26	20	46	24	18	42	1	—	1	—	"	"	1	"
ASHFIELD—															
North Ward	817	78	233	311	88	213	301	—	1	—	1	222	7 Apr.	1	"
South Ward	1,160	83	261	344	105	234	339	—	1	—	1	"	"	2	"
East Ward	1,075	37	146	183	44	141	185	—	1	—	1	"	"	—	"
BALMAIN—															
South-west Ward	2,636	293	450	743	325	390	715	—	1	—	1	128	25 Feb.	21	"
South-east Ward	892	15	66	81	28	50	78	—	1	—	1	"	"	7	No contest.
North-east Ward	678	13	44	57	17	40	57	—	1	—	1	"	"	7	"
North Ward	2,067	138	323	461	177	278	455	—	1	—	1	"	"	7	Contested.
BOTANY—															
Cook Ward	340	1	18	19	2	17	19	—	1	—	1	115	1889. 22 Feb.	2	No contest.
Bank Ward	280	—	4	4	—	4	4	—	1	—	1	"	"	2	"
Booralee Ward	119	1	7	8	1	7	8	—	1	—	1	"	"	—	"
BOTANY, NORTH—															
North Ward	289	43	43	86	38	44	82	1	—	—	1	183	1890. 29 Mar.	1	Contested.
South Ward	382	19	24	43	21	21	42	—	1	1	—	"	"	—	"
Central Ward	167	25	19	44	26	16	42	1	—	1	—	"	"	—	"
BURWOOD—															
North Ward	417	5	37	42	6	7	13	—	1	—	1	101	1891. 12 Feb.	4	No contest.
South Ward	366	23	33	56	25	31	56	—	1	—	1	"	"	1	"
East Ward	361	3	19	22	3	18	21	—	1	—	1	"	"	—	"
CAMPERDOWN—															
Belmore Ward	188	3	10	13	6	7	13	—	1	—	1	101	"	6	"
Cook Ward	385	50	87	137	51	86	137	—	1	—	1	"	"	4	Contested.
Kingston Ward	393	9	27	36	8	28	36	—	1	—	1	"	"	1	No contest.
CANTERBURY—															
North Ward	535	4	7	11	3	6	9	—	1	—	1	284	13 Apr.	2	"
East Ward	434	44	36	80	45	33	78	1	—	1	—	"	"	1	Contested.
West Ward	435	9	7	16	8	6	14	1	—	1	—	"	"	—	No contest.
CONCORD	566	86	55	141	98	41	139	1	—	1	—	128	25 Feb.	2	Contested.
DARLINGTON	416	67	168	235	83	140	223	—	1	—	1	101	12 Feb.	5	"
DRUMMOYNE—															
Drummoyne Ward	117	2	15	17	6	11	17	—	1	—	1	116	19 Feb.	1	No contest.
Bourke Ward	181	9	25	34	14	20	34	—	1	—	1	"	"	—	"
Birkenhead Ward	247	11	33	44	18	26	44	—	1	—	1	"	"	2	"
ENFIELD—															
Central Ward	242	21	58	79	36	41	77	—	1	—	1	201	28 Mar.	1	Contested.
West Ward	115	14	7	21	17	4	21	1	—	1	—	"	"	—	No contest.
East Ward	207	2	14	16	3	11	14	—	1	—	1	"	"	—	"
FIVE DOCK—															
West Ward	284	23	54	77	23	54	77	—	1	—	1	128	25 Feb.	2	Contested.
East Ward	144	—	8	8	—	8	8	—	1	—	1	"	"	1	No contest.
GLEBE—															
Outer Glebe Ward	292	11	11	22	11	11	22	1	—	1	—	101	12 Feb.	11	"
Bishopsthorpe Ward	512	5	37	42	5	37	42	—	1	—	1	"	"	9	"
Forest Lodge Ward	283	43	103	146	56	89	145	—	1	—	1	"	"	3	Contested.
Inner Glebe Ward	586	2	33	35	8	27	35	—	1	—	1	"	"	5	No contest.
HURSTVILLE—															
Hurstville Ward	664	24	75	99	31	69	100	—	1	—	1	151	6 Mar.	2	Contested.
Roxley Ward	1,201	67	153	210	68	141	209	—	1	—	1	"	"	1	"
Peakhurst Ward	205	8	20	28	12	16	28	—	1	—	1	"	"	—	"
KOGARAH—															
East Ward	679	48	75	123	50	70	120	—	1	—	1	183	1890. 29 Mar.	3	"
West Ward	331	7	15	22	8	13	21	—	1	—	1	"	"	1	No contest.
Middle Ward	377	15	11	26	10	11	21	1	—	—	1	"	"	—	"
LEICHHARDT—															
West Ward	1,143	124	214	338	141	194	335	—	1	—	1	101	1891. 12 Feb.	4	Contested.
Middle Ward	632	119	165	284	116	158	274	—	1	—	1	"	"	3	"
East Ward	975	119	203	322	126	189	315	—	1	—	1	"	"	—	"
North Ward	807	82	131	213	88	125	213	—	1	—	1	105	1890. 12 Feb.	1	"
MACDONALDTOWN—															
Middle Ward	274	45	73	118	50	73	123	—	1	—	1	186	20 Mar.	2	"
North Ward	271	20	37	57	25	36	61	—	1	—	1	"	"	2	"
South Ward	189	34	48	82	32	33	70	—	1	—	1	"	"	—	"
MANLY—															
Steyne Ward	469	42	94	136	51	82	133	—	1	—	1	101	1891. 12 Feb.	2	"
Fairlight Ward	469	32	97	129	46	73	119	—	1	—	1	"	"	5	"
Wentworth Ward	250	7	23	30	8	22	30	—	1	—	1	"	"	—	No contest.
MARRICKVILLE—															
East Ward	837	115	170	285	108	133	241	—	1	—	1	160	20 Mar.	6	Contested.
West Ward	419	72	118	190	67	101	168	—	1	—	1	"	"	2	"
North Ward	654	120	209	335	101	154	255	—	1	—	1	"	"	2	"
South Ward	698	121	197	318	92	165	257	—	1	—	1	"	"	1	"

NEW SOUTH
WALES.

Municipalities.	No. of Voters on Municipal Lists.	Division A— New Licenses.			Division B— Removals.			Results—A.		Results—B.		Gazette Notification.		No. of Hotels.	Whether Election contested.
		Yes.	No.	Total.	Yes.	No.	Total.	Affirmative.	Negative.	Affirmative.	Negative.	No.	Date.		
NEWTOWN—															
Camden Ward -	1,016	5	23	28	7	14	21	—	1	—	1	186	20 Mar.	5	No contest.
O'Connell Ward -	1,195	74	149	223	94	122	216	—	1	—	1	"	"	9	Contested.
Enmore Ward -	1,360	9	30	39	9	30	39	—	1	—	1	"	"	8	No contest.
Kingston Ward -	632	50	124	174	60	112	172	—	1	—	1	"	"	6	Contested.
NORTH SYDNEY -	4,336	329	651	980	397	578	970	—	1	—	1	116	19 Feb.	18	"
PADDINGTON—															
Upper Ward -	343	47	123	170	63	99	162	—	1	—	1	186	20 Mar.	9	"
Lower Ward -	290	65	126	191	72	113	185	—	1	—	1	"	"	8	"
Glenmore Ward -	342	11	38	49	14	36	50	—	1	—	1	"	"	7	"
Middle Ward -	351	48	99	147	54	88	142	—	1	—	1	"	"	2	"
PETERSHAM—															
Annandale Ward -	538	39	158	197	61	128	187	—	1	—	1	128	25 Feb.	4	"
Sydenham Ward -	174	—	8	8	2	6	8	—	1	—	1	"	"	3	No contest.
South Kingston Ward -	35	35	108	143	46	95	141	—	1	—	1	"	"	1	Contested.
Lewisham Ward -	778	3	30	33	3	28	31	—	1	—	1	"	"	1	No contest.
RANDWICK—															
Coogee Ward -	636	24	33	57	27	28	55	—	1	—	1	116	19 "	2	Contested.
Middle Ward -	606	31	71	102	42	62	104	—	1	—	1	"	"	2	"
West Ward -	364	9	19	28	12	16	28	—	1	—	1	"	"	1	No contest.
REDFERN—															
Redfern Ward -	304	8	16	24	8	16	24	—	1	—	1	101	12 "	13	"
Golden Grove Ward -	529	10	18	28	8	20	28	—	1	—	1	"	"	10	"
Surry Hills Ward -	528	105	133	238	101	124	225	—	1	—	1	"	"	9	Contested.
Belmore Ward -	337	48	110	158	50	96	146	—	1	—	1	"	"	4	"
ROCKDALE—															
Arncliffe Ward -	923	56	127	183	61	110	171	—	1	—	1	116	19 "	4	"
Scarborough Ward -	619	34	55	89	38	51	89	—	1	—	1	"	"	3	"
Rockdale Ward -	738	70	120	190	78	107	185	—	1	—	1	"	"	1	"
ST. PETER'S—															
Brompton Ward -	395	36	118	154	37	110	147	—	1	—	1	"	"	4	"
Cook's River Ward -	359	7	18	25	8	12	20	—	1	—	1	"	"	3	No contest.
St. Peter's Ward -	94	5	15	20	5	15	20	—	1	—	1	"	"	—	"
STRATHFIELD -	429	2	30	32	2	30	32	—	1	—	1	105	1890. 15 Feb.	—	"
WATERLOO -	1,177	76	135	211	90	117	207	—	1	—	1	101	1891. 12 Feb.	19	Contested.
WAYERLEY—															
Lawson Ward -	439	52	118	170	61	109	170	—	1	—	1	116	19 "	6	"
Waverley Ward -	566	14	54	68	14	58	72	—	1	—	1	"	"	3	No contest.
Bondi Ward -	576	19	73	92	25	67	92	—	1	—	1	"	"	1	Contested.
Neison Ward -	416	10	26	36	15	23	38	—	1	—	1	"	"	1	No contest.
WILLOUGHBY—															
Chatsworth Ward -	340	24	92	116	24	87	111	—	1	—	1	222	7 Apr.	2	Contested.
Middle Harbour Ward -	503	1	8	9	1	8	9	—	1	—	1	"	"	—	No contest.
Lane Cove Road -	428	25	57	82	28	54	80	—	1	—	1	"	"	—	Contested.
WOOLLAHRA—															
Piper Ward -	1,149	1	5	6	—	6	6	—	1	—	1	101	12 Feb.	8	No contest.
Edgecliffe Ward -	663	—	8	8	1	7	8	—	1	—	1	"	"	—	"
Double Bay Ward -	321	4	15	19	3	16	19	—	1	—	1	"	"	2	"
Bellevue Ward -	255	—	1	1	1	—	1	—	1	—	1	"	"	3	"
Total -	56,766	4,058	8,043	12,101	4,498	7,128	11,626	10	89	10	89	—	—	351	—

W. E. LENTHALL, Inspector,
District Inspector, Metropolitan Licensing District.

QUEENSLAND.

No. 5.

SIR H. W. NORMAN to the MARQUESS OF RIPON.
(Received July 18, 1893.)

Government House, Brisbane,
June 9, 1893.

MY LORD MARQUESS,

IN continuation of my despatch of the 24th April last,* with reference to the third paragraph of that despatch, I now beg to enclose, for the information of your Lordship, two tables which show the operation of the liquor laws in this Colony, similar to those previously supplied. These tables bring up the returns to the latest date obtainable, namely, the end of the year 1892.

I have, &c.
(Signed) H. W. NORMAN.

* No. 3.

CASES INVESTIGATED AND DISPOSED OF BY BENCHES OF MAGISTRATES—RETURN FOR TEN YEARS.

DURING THE YEAR ENDED 31ST DECEMBER.																						
1882.		1883.		1884.		1885.		1886.		1887.		1888.		1889.		1890.		1891.		1892.		
Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	Males.	Females.	
-	10,414	1,235	12,251	1,553	13,916	1,602	14,232	1,531	16,070	1,570	15,130	1,639	16,648	1,783	17,751	1,988	17,151	1,845	17,048	1,676	15,858	1,677
<i>Offences against the Person—</i>																						
-	1,386	146	1,942	427	2,187	356	2,008	222	1,945	146	2,412	175	2,237	163	2,451	200	2,561	152	2,475	166	2,177	130
-	792	54	1,138	230	1,307	217	1,039	90	1,064	59	1,223	67	1,207	66	1,289	80	1,433	63	1,420	63	1,231	60
-	71	6	105	12	130	9	119	9	158	5	136	4	131	7	151	14	119	10	152	11	112	3
-	523	86	699	185	750	130	850	123	723	82	1,053	104	959	90	1,011	106	1,009	79	903	92	834	67
<i>Offences against Property—</i>																						
-	1,051	89	1,218	109	1,559	128	1,609	139	1,829	127	1,993	133	2,145	128	2,308	160	2,321	166	2,329	142	1,987	147
-	498	38	612	43	727	51	699	48	830	52	951	60	988	70	1,101	79	1,091	85	1,110	71	1,047	66
-	168	17	206	18	324	24	320	10	332	12	288	9	356	9	343	13	386	14	361	16	284	16
-	385	34	400	48	508	53	590	81	667	63	754	64	850	49	864	68	894	67	858	55	656	65
<i>Drunkenness—</i>																						
-	3,334	437	3,955	550	4,504	613	4,935	573	5,082	666	5,173	827	5,347	859	5,244	916	5,440	892	4,861	675	4,315	601
-	2,567	359	3,143	437	4,112	570	4,451	521	4,569	625	4,863	798	5,038	845	5,105	897	5,320	872	4,787	663	4,216	594
-	767	78	812	113	392	43	484	52	513	41	310	29	309	14	139	19	120	20	74	12	99	7
<i>Other Offences—</i>																						
-	4,643	563	5,136	467	5,666	505	5,680	597	7,216	629	5,552	504	6,859	633	7,548	712	6,829	635	7,383	693	7,379	799
-	3,315	402	3,826	359	4,237	399	4,155	448	5,180	462	4,121	366	5,086	480	5,745	491	5,246	460	5,640	489	5,917	532
-	41	5	80	6	57	11	72	8	100	4	41	2	34	1	40	6	14	1	29	6	32	3
-	1,287	156	1,280	102	1,372	95	1,453	141	1,936	163	1,390	136	1,739	152	1,763	215	1,569	174	1,714	198	1,450	264

Enclosure 2 in No. 5.

LOCAL OPTION.

Table No. CXLI.

RETURN OF RESULTS OF VOTING under PART 6, LOCAL OPTION CLAUSES, "LICENSING ACT OF 1886."

Area or Name of Divisional Board or Municipality.	District.	Date when Poll was taken.	15th Section of Act, Number of Resolution.	Number of Votes Recorded.	For the Resolution.	Against the Resolution.	Majority for the Resolution.	Majority against the Resolution.	Informal Votes.	Remarks.
Gympie Municipality	Gympie	1886. March	3rd	No record	No record	No record	138	—	No record	See poll, 8th May 1888.
Maryborough Municipality	Maryborough.	June	3rd	348	230	58	232	—	—	Each ward. See September 1888.
Ipswich Municipality	Moreton	August	3rd	—	—	—	46	—	—	Rescinded, 16th February 1889.
Esik Divisional Board	Moreton	"	3rd	120	65	55	10	—	—	Rescinded, 9th and 23rd February 1889.
Woollongabba Divisional Board	South Brisbane	September 6	3rd	Adopted throughout the division			—	—	—	
Toowoomba Municipality	Toowoomba	October 25	3rd	255	228	27	201	—	—	
Fernvale Divisional Board	Walloon	November 19	3rd	29	20	9	11	—	—	
Booroodabin Divisional Board	Brisbane	"	3rd	502	373	129	244	—	—	
Purga Divisional Board	Bundamba	"	3rd	93	77	16	61	—	—	
Toowong (Shire)	Brisbane	1887. February 19	3rd	127	119	8	111	—	—	
Glastonbury (No. 2 Division)	Gympie	"	3rd	60	43	17	25	—	1	
Goolman (Sub. No. 2)	Peak Mountain	March	3rd	No record	No record	No record	Third resolution adopted.	—	—	
Walloon (Sub. No. 1-2)	Marburgh	April	3rd	143	56	87	Nil	31	—	
Coomera (whole division)	Coomera	"	3rd	No record	No record	No record	22	—	—	Third resolution lost.
Beenleigh (whole division)	Beenleigh	July	3rd	"	"	"	Third resolution adopted throughout division.	—	—	
Valley Ward.	Brisbane	August 11	3rd	"	"	"	Third resolution adopted for ward.	—	—	
Widgee (Sub. 1) Divisional Ward	Gympie	September 8	3rd	"	"	"	6	—	—	
Indooroopilly (Sub. No. 2)	Indooroopilly.	October 1	3rd	119	71	42	29	—	6	Rescinded by Supreme Court Order, 17th April 1888.
Nundah (Sub. No. 2)	Nundah	"	3rd	67	44	23	21	—	—	
Baulinia	Springsure	December 3	3rd	15	14	1	14	—	—	
Tiara	Maryborough	October 31	3rd	36	33	2	33	—	1	
Windsor	Lutwyche	November 26	3rd	No record	No record	No record	110	—	—	
Ithaca Shire Council	Brisbane	1888. March	3rd	672	385	271	114	—	16	

RETURN OF RESULTS OF VOTING—continued.

Area or Name of Divisional Board or Municipality.	District.	Date when Poll was taken.	115th Section of Act, Number of Revolution.	Number of Votes Recorded.	For the Resolution.	Against the Resolution.	Majority against the Resolution.	Majority against the Resolution.	Informal Votes.	Rate-payers on Roll.	Remarks.
Gympie Municipality	Gympie	1888. May	8	No record	No record	No record	6	—	—	—	£s 26th March 1886.
Warwick Municipality	Warwick	August	27	225	140	85	55	—	—	—	
Indooroopilly Divisional Board	Taronga	September 22	3rd	195	101	90	11	—	—	—	
Balmoral Divisional Board	Bulimba	June	16	142	133	19	104	—	—	—	
Yeerongpilly (Sub. No. 2)	Oxley	"	16	136	133	5	124	—	—	—	
Ipswich (North and East Wards)	Ipswich	September 25	2nd	425	250	175	75	—	—	—	Number of licenses be reduced to 10, being three less.
Ipswich (West Ward)	Ipswich	October	23	175	149	19	130	—	7	—	
Rockhampton (Ancher and Fitzroy Wards)	Rockhampton	November	7	No record	No record	No record	Third resolution adopted.	—	—	—	
Brisbane (East Ward)	Brisbane	"	20	"	"	"	"	—	—	—	
Brisbane (Kangaroo Point Ward)	Brisbane	"	21	"	"	"	"	—	—	—	
Bundamba (Subdivision 3)	Ipswich	"	22	112	98	4	94	—	10	—	
Dalrymple (Subdivision 1)	Charters Towers	"	24	227	108	55	113	—	4	—	Rescinded by Supreme Court.
South Brisbane (Ward 2)	Brisbane	1889. February	9	637	231	398	—	167	8	—	Resolution, 6th September 1886, rescinded.
Esk Divisional Board	Moreton	"	16	160	21	133	—	112	6	—	Resolution, 23rd August 1886, rescinded.
South Brisbane (Ward 3)	Brisbane	"	23	No record	No record	No record	No record	No record	No record	—	Resolution, 4th September 1886, rescinded.
Charters Towers Municipality	Charters Towers	March	15	"	"	"	Third resolution adopted.	—	—	—	
Goolman (Subdivision 2)	Boonah	April	1	207	47	160	NH	113	NH	—	Rescinds 31st March 1887.
Leichhardt Ward, Rockhampton	Rockhampton	July	18	67	57	10	47	—	—	—	
Glastonbury (Subdivision 1)	Gympie	October	21	37	33	4	29	—	—	—	
Bundaberg Municipality	Bundaberg	"	8	409	136	269	—	133	14	—	
Coorparoo Shire Council	Coorparoo	November 30	3rd	262	145	104	44	—	10	—	
No. 1 Ward (South Brisbane Municipality)	Brisbane	1890. January	25	742	404	308	96	—	30	788	94.2 per cent. of ratepayers.
Toombul Division	Toombul	February	15	231	239	37	202	—	—	589	{ Sect. 114, Licensing Act—descriptive area. 47.7 per cent. of ratepayers.
Purga (Subdivision 3)	Bundamba	"	15	161	83	76	7	—	3	420	38.2 per cent. of ratepayers.

LOCAL OPTION—continued.

Table No. CXXI.—continued.

RETURN OF RESULTS OF VOTING—continued.

Area or Name of Divisional Board or Municipality.	District.	Date when Poll was taken.	115th Section of Act, Number of Resolution.	Number of Votes Recorded.	For the Resolution.	Against the Resolution.	Majority for the Resolution.	Majority against the Resolution.	Informal Votes.	Rate-payers on Roll.	Remarks.
Walloon (Subdivision 1)	Marburg	1890. February 17	No new licenses. {3rd	53	83	23	11	—	—	117	47.9 per cent. of ratepayers.
Tiaro Division	Tiaro	" April 26	3rd	136	17	119	—	102	—	460	29.6 per cent. of ratepayers.
No. 2 Ward, Shire of Windsor	Lutwyche	" July 19	3rd	237	108	122	—	14	7	339	70.0 per cent. of ratepayers.
East Ward (Municipality)	Ipswich	" October 22	{2nd	319	176	143	33	—	—	{425	Ratepayers holding 615 votes.
North Ward (Municipality)	Ipswich	" " 22	2nd	166	63	73	—	—	—	615	Votes=78.86 per cent.
East Ward (Municipality)	Ipswich	" " 22	3rd	319	235	84	151	—	—	397	Votes=80.4 per cent. 250 ratepayers holding 397 votes.
North Ward (Municipality)	Ipswich	" " 22	3rd	105	133	32	101	—	—	218	Votes=75.7 per cent. 175 ratepayers holding 218 votes.
Warwick Municipality	Warwick	" November 6	3rd	340	130	208	—	73	7	612	Votes=55.6 per cent. 467 ratepayers holding 612 votes.
West Ward (Municipality)	Brisbane	" " 29	3rd	440	412	23	354	—	—	1,991	Votes=93.1 per cent. 1,051 ratepayers holding 1,991 votes.
Booroodabin (No. 3 Division)	Booroodabin	1891. January 24	No new licenses. {3rd	214	143	63	78	—	—	346	Votes=48.3 per cent. 346 ratepayers holding 443 votes.
No. 4 Ward	South Brisbane	" July 13	3rd	306	270	36	233	—	—	466	Votes=83 per cent. 466 ratepayers holding 926 votes.
Goodman (Subdivision 1)	Boonah	" " 15	3rd	75	51	20	31	—	4	235	Votes=81.92 per cent. 235 ratepayers holding 235 votes.
West Ward (Municipality)	Ipswich	" November 6	3rd	86	71	8	68	—	13	319	Votes=19.89 per cent. 319 ratepayers holding 434 votes.
Municipality	Maryborough	" " 14	2nd	1,123	342	787	—	355	47	—	Votes=61.04 per cent. 1,407 ratepayers holding 1,845 votes.
No. 2 Subdivision	Toombul	" " 21	3rd	125	78	32	46	—	15	187	Votes=44.02 per cent. 187 ratepayers holding 294 votes.
No. 2, Glengallan	Warwick	" " 21	1st	163	44	122	—	78	—	302	Votes=45.43 per cent. 302 ratepayers holding 365 votes.
No. 2, Glengallan	Warwick	" " 21	3rd	171	100	71	29	—	—	302	Votes=46.88 per cent. 302 ratepayers holding 365 votes.
No. 2 Subdivision	Laidley	" " 23	1st	96	53	40	16	—	—	83	Votes=56.05 per cent. 83 ratepayers holding 101 votes.
No. 2 Subdivision	Laidley	" " 23	3rd	96	53	40	16	—	—	83	Votes=56.05 per cent. 83 ratepayers holding 101 votes.
No. 1 Ward, South Brisbane	South Brisbane	1892. June 18	3rd	193	129	60	69	—	4	432	Votes=89.07 per cent. 432 ratepayers holding 404 votes.
East Ward (Municipality)	Toowoomba	" November 12	3rd	407	179	205	—	25	23	430	Votes=67.17 per cent. 430 ratepayers holding 606 votes.
East Ward (Municipality)	Toowoomba	" " 12	2nd	424	192	200	—	17	23	430	Votes=69.57 per cent. 430 ratepayers holding 606 votes.
No. 1 Subdivision, Dairymple	Charters Towers	" " 19	3rd	471	342	103	239	—	26	2,326	Votes=19.13 per cent. 2,326 ratepayers holding 2,463 votes.
Municipality	Warwick	" " 23	2nd	290	165	185	—	80	—	438	Votes=59.31 per cent. 433 ratepayers holding 489 votes.
Municipality	Warwick	" " 23	3rd	296	135	155	—	29	6	433	Votes=60.54 per cent. 433 ratepayers holding 489 votes.

No. 6.

NEW ZEALAND.

THE EARL OF GLASGOW to the MARQUESS OF RIPON.
(Received July 20, 1893.)

MY LORD,

Wellington, New Zealand, June 5, 1893.

IN reply to your despatch (Circular of 17th March 1893), respecting the operation of the liquor laws in the Colonies, I have the honour to inform your Lordship that no alterations of the licensing laws have been made in this Colony since the Colonial Office received my predecessor's Despatches of the 17th and 23rd of May 1890.*

I beg to add that there is nothing further to report to your Lordship, but should Her Majesty's Government desire information on any specific points, they shall be furnished.

I enclose, for your Lordship's information, "The New Zealand Journal of Commerce and Labour," in which are some tables on this subject which may prove interesting.

I have, &c.

(Signed) GLASGOW.

No. 7.

THE EARL OF HOPETOUN to the MARQUESS OF RIPON.
(Received July 26, 1893.)

VICTORIA.

MY LORD,

Government House, Melbourne,

June 19, 1893.

IN reply to your Lordship's circular despatch of 17th March ultimo, requesting additional information respecting the operation of the liquor laws in certain Colonies, I have the honour to transmit to your Lordship a copy of a further report thereon by the Chief Commissioner of Police in this Colony.

I have, &c.

(Signed) HOPETOUN.

Enclosure in No. 7.

MEMO.

Police Department, (Chief Commissioner's Office),
Melbourne, June 8th, 1893.

I have again communicated with the various inspectors of licensing districts with the following results:

In all cases where there is any change in the accommodation provided by licensed houses it is reported to be an improvement. Strict attention is given to the enforcement of sanitary requirements.

The metropolitan inspectors, and several of those stationed in provincial districts, report a decrease in the number of arrests for drunkenness, and a diminution in the amount of Sunday trading by publicans; but this is believed to be largely attributable to the general depression in the Colony. A slight increase in the cases of drunkenness is reported in two districts. The remaining inspectors report no appreciable alteration in the localities under their supervision. At Maryborough, Ballarat East and Ballarat West, where the number of hotels has been materially reduced by local option polls, there has been no corresponding reduction in the number of arrests for drunkenness.

In the metropolitan districts it has been found that the ease with which club certificates, authorising the sale of liquor to club members, can be obtained, and the absence of any legal provision for supervision of the premises by inspectors of licensing districts, or for annual application for renewal of such certificates by the licensing court, provide loopholes for the evasion of the main principles of the Licensing Act. In some country districts the same evil is experienced, club certificates being obtained in order that drinking and gambling may be carried on without the possibility of police supervision.

VICTORIA.

In regard to the issue and renewal of licenses for the sale of colonial wine, it is found that more stringent legislation would be beneficial.

(Signed) H. M. CHOMLEY,
C. C. Police.

No. 8.

TASMANIA.

VISCOUNT GORMANSTON to the MARQUESS OF RIPON.
(Received November 8th, 1893.)

Government House, Hobart, Tasmania,
September 30th, 1893.

My LORD,

IN compliance with the request contained in your circular despatch, dated the 17th March 1893, I have the honour to transmit to your Lordship the accompanying memorandum which I have received from my Prime Minister, enclosing a report by the Commissioner of Police on the operation of the Liquor Laws in this Colony.

I have, &c.

(Signed) GORMANSTON.

Enclosure in No. 8.

MEMORANDUM FOR HIS EXCELLENCY THE GOVERNOR.

Premier Office, Hobart, September 28th, 1893.

In reference to the Secretary of State's circular Despatch of the 17th March last, requesting to be furnished with a report on the operation of the Liquor Laws in this Colony, the Premier has the honour to forward to your Excellency copy of a report furnished by the Commissioner of Police, and an extract from the "Official Record" for 1892, supplied by the Government statistician, relating to the subject matter of a despatch so far as it relates to Tasmania.

HENRY DOBSON.

EXTRACT FROM OFFICIAL RECORD, 1892.

Drink, Drunkenness, and Crime.

The following table shows for the last 12 years the extent of crime, the amount of drunkenness, and the actual consumption per head of wines, spirits, and malt liquors:—

Year.	Per 10,000 of Mean Population.			Per Head of Mean Population.	
	Apprehensions and Summonses.†	Apprehensions for Drunkenness.	Committed for Trial in Superior Courts.	Wines and Spirits consumed.	Malt Liquors consumed.
	No.	No.	No.	Galls.	Galls.
1875 -	<i>Nil.</i>	<i>Nil.</i>	<i>Nil.</i>	·928	—
1876 -	545·6*	173·8*	9·18	·978	—
1877 -	495·0	126·5	9·60	1·051	—
1878 -	485·6	126·6	10·41*	1·043	—
1879 -	510·8	135·2	9·89	·950	—
1880 -	472·2	135·8	10·30	·882	—
1881 -	407·8	123·3	7·67	·921	9·365
1882 -	479·5	151·4	7·70	1·061*	10·035
1883 -	494·5	152·0	7·08	1·013	10·205*
1884§ -	355·8	122·8	5·45	·838	9·036†
1885 -	343·5	111·2	5·37†	·860	9·237
1886 -	374·5	111·5	6·10	·861	9·652
1887 -	335·1†	89·1	6·65	·850	9·691
1888 -	365·8	83·5	7·22	·893	9·366
1889 -	425·8	82·3	7·48	·730†	9·641
1890 -	365·9	80·1†	8·14	·809	9·258
1891 -	337·4	77·0	6·58	·912	9·970
1892 -	350·4	60·2	7·00	·646	9·427

* Maximum.

† Minimum.

‡ Less cases of drunkenness.

§ The figures prior to 1884 are relatively somewhat higher than they ought to be, owing to the inclusion of petty cases of non-payment of rates, &c., subsequently included among civil cases.

These figures present many interesting considerations with reference to drink, drinking, and crime. It is curious to observe—although there is evidently a perceptible relationship between drunkenness and other minor offences—the immediate relationship between drunkenness, the average yearly consumption of intoxicating liquors, and serious crimes is far from being apparent. This will be observed by reference to the signs indicating the year when the maximum and minimum were reached under each specific head. Whatever indirect effects spring from the excessive use of intoxicating liquors, the extent of actual drunkenness and the year's drinking does not correspond with the actual extent of serious crime within any one year during the last decade in Tasmania. It is excessive drinking by the same individual within a brief space of time which immediately induces the state of drunkenness, and not the quantity taken over a long yearly period; and hence it is quite conceivable that individual excesses within, say each, 24 hours, may be more frequent in some cases where the mean quantity *per head per year* of total population may be comparatively low—and, conversely, there may be fewer cases of individual excess in drinking in some cases where the average of drinking *per head per year* of total population is comparatively high. Generally, however, the mean per year is a good, if not an infallible index to increase or decrease in drinking habits. Unfortunately, the figures relating to actual consumption of malt liquors cannot be ascertained for years prior to 1881.

These observations are confirmed by the following abstract of the consumption of alcoholic drinks in various countries :—

CONSUMPTION of ALCOHOLIC DRINKS in various countries contrasted with consumption of Tea and Coffee, and the relative amount of Insanity.

	Gallons Alcoholic Drinks per Head.				Ounces Tea and Coffee per Head.	Insanity per 1,000 Persons.
	Beer.	Wine.	Spirits.	Equiva- lent in Alcohol.		
France - - - - -	11.0	19.0	1.9	3.5	66	2.5
Denmark - - - - -	12.5	0.5	4.0	2.5	140	} 2.9
Sweden - - - - -	6.2	0.4	4.2	2.3	112	
Germany - - - - -	18.0	2.5	1.3	2.2	78	2.4
Belgium - - - - -	28.5	0.7	1.6	2.0	142	1.2
Switzerland - - - - -	3.3	10.0	1.7	2.0	110	1.1
Norway - - - - -	5.0	0.4	3.5	2.0	144	2.9
United Kingdom - - - - -	27.0	0.4	0.9	1.9	91	3.2
Italy - - - - -	1.0	16.5	0.4	1.9	20	1.7
Holland - - - - -	8.8	0.7	2.6	1.8	240	1.2
Spain - - - - -	0.3	15.0	0.3	1.7	6	0.7
Austria - - - - -	6.5	5.2	1.6	1.6	28	2.0
Portugal - - - - -	0.2	12.7	0.2	1.5	18	0.7
Servia - - - - -	2.0	5.0	1.0	1.5	8	—
Roumania - - - - -	1.8	3.0	1.0	1.0	8	—
Russia - - - - -	0.9	0.5	1.0	0.6	6	1.1
Europe - - - - -	9.0	6.0	1.1	1.6	21	1.6
United States - - - - -	10.5	0.4	1.3	1.2	162	3.3
Canada - - - - -	8.0	0.6	1.0	1.0	72	1.8
Australasia (1889)—						
Western Australia - - - - -	13.1	3.4	1.2	1.9	—	2.8
Victoria - - - - -	19.3	1.1	1.0	1.6	132	3.2
New South Wales - - - - -	10.9	0.8	1.1	1.2	131	2.6
Queensland - - - - -	9.9	0.6	1.2	1.2	139	2.4
South Australia - - - - -	13.3	1.0	0.6	1.1	124	2.4
New Zealand - - - - -	7.6	0.2	0.8	0.8	118	2.8
Tasmania - - - - -	9.3	0.2	0.7	0.8	111	2.0
Australasia - - - - -	12.9	0.8	0.9	1.2	134	2.8

The figures for Europe and America are taken from Mulhall's admirable "Dictionary of Statistics," (pp. 58, 285, 327). The figures for Tasmania are taken from local statistics, and those for other Australasian Colonies are taken from an excellent summary for the year 1889, prepared by Mr. Coghlan.*

* The Seven Colonies of Australasia (1891), pp. 178, 288.

TASMANIA.

As the relative consumption of beer, wine, and spirits varies so widely in different countries, the aggregate consumption can only be ascertained by reducing the various kinds of liquor to a common equivalent. That adopted by Mr. Mulhall is the equivalent in pure alcohol. Even there is some difficulty in estimating the mean percentage of alcohol for different kinds of beer (including ale, porter, &c.), wine, and spirits for the different countries, as the degree of alcohol varies considerably, accordingly as the prevailing form of drink consumed bears a lower or higher percentage of alcohol. Thus the percentage of alcohol in wine for France, where light wines are largely consumed—ranging from 9·6 to 13·3 per cent. alcohol—must be reckoned at a lower standard than that adopted for the United Kingdom, where comparatively heavier wines are consumed ranging from 19·0 to 23·2 per cent. alcohol. Similarly, as kinds of malt liquor range from 4·0 to 7·4 per cent. alcohol, the proportion of the prevailing kind consumed determines the standard. The differences in common spirits consumed are not so great, as they only range from 51·6 (gin) to 54·3 (Scotch whiskey) per cent. alcohol. As the prevailing kinds of liquor consumed in Australasia are, in kind and proportion of alcohol, not very much different from those of the United Kingdom, the author has reduced the quantities consumed in Australasia to their equivalents in pure alcohol as nearly as possible upon the same percentages used by Mr. Mulhall for determining the alcohol equivalent for the United Kingdom.

If the alcohol consumed per head in various countries be compared, we find that France consumes the greatest amount, and Russia, Tasmania, and New Zealand the smallest.

It will be seen that to make a fair estimate of the comparative drinking habits of different countries is a very complex matter, and that if attention be restricted to one of the prevailing kinds of drink consumed—as seems to be the custom in the casual comments of loose or unskilled observers—we would be almost certain to err widely in our conclusions.

There appears to be some force in the statement that drinking is largely determined by the longitude and latitude of the locality; for wherever the climate is most favourable for the growth of barley there, as a rule, the consumption of either beer or spirits attains its maximum as the common beverage; and similarly, where the climate and other conditions most favour the growth of the vine, there too, as a rule, the consumption of wine attains its maximum as the common beverage. This conclusion is borne out by the countries which are most distinguished for the consumption of beer and spirits and wine respectively.

COUNTRIES producing the largest yield of Barley per Head.

Consumption of Alcoholic Drinks in gallons, per Head.

	Spirits.	Beer.	Wine.	Equivalent in Alcohol.
Denmark	4·0	12·5	0·5	2·5
Sweden	4·2	6·2	0·4	2·3
Germany	1·3	18·0	2·5	2·2
Norway	3·5	5·0	0·4	2·0
United Kingdom	0·9	27·0	0·4	1·9
United States	1·3	10·5	0·4	1·2
Australasia	0·9	12·9	0·8	1·2
Tasmania	0·7	9·3	0·2	0·8

COUNTRIES producing the largest yield of Wine per Head.

Consumption of Alcoholic Drinks in gallons, per Head.

	Spirits.	Beer.	Wine.	Equivalent in Alcohol.
France	1·9	11·0	19·0	3·5
Switzerland	1·7	3·3	10·0	2·0
Italy	0·4	1·0	16·5	1·9
Spain	0·3	0·3	15·0	1·7
Portugal	0·2	0·2	12·7	1·5

Whatever qualifications may be allowed it is clear that the largest consumption of alcohol occurs in wine-growing countries (France), and the lowest (Tasmania) in barley-growing countries.

Taking Tasmania and Australasia as standards (unit 100) in the comparative consumption of alcohol, we have the following results :—

	Tasmania. Unit 100.	Australasia. Unit 100.
Tasmania - - - - -	100	67
Australasia - - - - -	150	100
United States - - - - -	150	100
Europe - - - - -	200	133
United Kingdom - - - - -	238	158
France - - - - -	438	292

Thus it appears that the amount of alcohol consumed in the United Kingdom is 58 per cent. in excess of the average consumption in Australasia, and as much as 138 per cent. above the average consumption in Tasmania or New Zealand. Whatever the drinking habits of the people of Australasia may be, as measured by some ideal standard of temperance, these figures unmistakably show that they are not excessive, as indicated by loose and incompetent writers; and the amount consumed per head of the population is wonderfully low as compared either with the average of Europe or of the United Kingdom. The fact that the consumption of alcohol in the latter country is 58 per cent. in excess of Australasia leaves no room for doubt as to the comparative drinking habits of the two countries. These conclusions are also in harmony with the fact that the rates of insanity are lower in Australasia than in the United Kingdom. It is estimated that drink causes 24 per cent. of the insanity of various countries. If, therefore, the figures relating to amount of alcohol consumed be greater in the United Kingdom as compared with Australasia, it is reasonable to expect that the rate of insanity should also be greater. The accuracy of these conclusions, measured by this test, is demonstrated in the following figures :—

Drink and Insanity.

	Consumption of Alcohol.	Insane Persons per 1,000 Inhabitants.
	Gallons per head.	
Ireland - - - - -	} 1.9 {	3.16
Scotland - - - - -		2.91
England - - - - -		2.88
Australasia - - - - -		2.79
Tasmania - - - - -		2.00

The LICENSING ACT and the OPERATION of the LIQUOR LAWS in TASMANIA.

The convictions for the illegal sale of liquor by unlicensed persons have been confined for some years past to newly-formed mining centres, where licensed houses had not been opened, and to Chinese camps at other mining districts. There is little or no illicit sale in other parts of the Colony.

The provisions of the Act under which stores or premises where liquor is suspected of being sold may be searched under a Justice's warrant, and the liquor seized and condemned, operate very well, preventing no doubt in many places any attempt to keep liquor for the purpose of illegal sale.

Some of the most beneficial provisions are those under which the sale or giving of liquor to persons who are addicted to habits of intemperance may be prohibited. This power of prohibition may be exercised by justices or by superior officers of police, and has been resorted to in many cases to the great benefit of individuals and their families.

The offence of drunkenness has largely decreased, and is steadily decreasing, in the Colony. Records which are carefully kept by the police show the very gratifying result that arrests and convictions have diminished in number year by year, and have fallen to

TASMANIA. — less than one half in 10 years, although the population has increased considerably during that period. They are as follows :—

In 1883	-	-	-	-	-	1,781
In 1892	-	-	-	-	-	815

This is not, of course, to be attributed solely to the operation of the laws for regulating the sale of liquor, although the restrictions placed upon that traffic have in some degree assisted to lead to the result, but rather to the marked improvement in the habits of the people, who, in common with all other British communities, have exhibited a steady progress in the direction of temperance.

Hobart, May 12, 1893.

(Signed) BERNARD SHAW,
Commissioner of Police.

SOUTH
AUSTRALIA.

No. 9.

THE EARL OF KINTORE to the MARQUESS OF RIPON.
(Received December 5, 1893.)

MY LORD,

Adelaide, October 31, 1893.

In reply to your Lordship's circular Despatch of the 17th March last, I have the honour to forward herewith a report in original, drawn up by the Commissioner of Police, together with a copy of "the Licensed Victuallers Amendment Act," 1891, which have been sent to me by my Government for transmission to your Lordship.

I have, &c.

(Signed) KINTORE.

Enclosure 1 in No. 9.

POLICE DEPARTMENT.

Police Commissioner's Office, Adelaide,
October 31, 1893.

SIR,

I HAVE the honour to report that since the coming into operation of the Licensed Victuallers Amendment Act of 1891 (a copy of which I have the honour to transmit herewith), the liquor traffic in this Colony has, on the whole, been conducted in a manner which, compared with its operation in other countries, can only be regarded as satisfactory.

Last year the number of convictions for drunkenness was 2,399, being 7·26 per thousand of the population, and the number of convictions for offences by licensed victuallers against the provisions of the Act was only 81.

As in the year 1883, the convictions for drunkenness reached 4,362. The improvement in this direction is most marked. This is, I believe, largely due to, 1st, the almost uniform respectability of the persons keeping licensed premises; 2nd, increased stringency in the supervision of the trade by the police; 3rd, to the greater sobriety of the people. The last-mentioned fact is considered in many quarters to be due to the increased consumption of our colonial wines, which have largely taken the place of more highly charged alcoholic stimulants.

This opinion gains strength from the fact that the importation of spirits to the Colony shows a decrease. In 1889 the importation of this article was 258,419 gallons, whereas in 1892 the quantity imported was only 238,683 gallons.

As far as I am aware the local option clauses of the Act, although tested in one or two instances, have not resulted in the closing of any public-houses. Perhaps the least satisfactory feature in connexion with the working of the Act is in connexion with the provisions respecting Sunday closing, which, especially during the hot months of the year, are frequently evaded.

The Licensed Victuallers Amendment Act of 1891, enacted for the first time that licensed premises should be closed during the whole of Sunday, and a good deal of stratagem is employed to evade the Act.

On the whole I have to report that the operation of the liquor traffic in the Colony is creditable alike to the people and to those who conduct and supervise the trade.

SOUTH
AUSTRALIA.

The Hon. the Chief Secretary.

(Signed)

I have, &c.

W. J. PETERSWALD,
Commissioner of Police.

Enclosure 2 in No. 9.

Anno Quinquagesimo Quarto et Quinquagesimo Quinto

VICTORIÆ REGINÆ.

A.D. 1891.

No. 540.

An Act to amend "the Licensed Victuallers Act, 1880," and for other purposes.

[Assented to December 19, 1891.]

WHEREAS it is expedient to amend "the Licensed Victuallers Act, 1880."—Be it therefore enacted by the Governor of the Province of South Australia, with the advice and consent of the Legislative Council and House of Assembly of the said province, in this present Parliament assembled, as follows :

Preamble.

PRELIMINARY.

1. This Act may be cited for all purposes as "the Licensed Victuallers Amendment Act, 1891."

Preliminary.

2. This Act and the Licensed Victuallers Act, 1880, herein-after termed "the principal Act," shall be read and construed together as forming one Act.

Incorporation with principal Act.

3. This Act shall be divided into six parts, relating to the following subject-matters :—

Division of Act into parts.

PART I.—Licenses to clubs, &c., section 4.

PART II.—License fees, sections 5 and 6.

PART III.—Objections to licenses, sections 7 and 8.

PART IV.—Limitation of licenses, sections 9 to 28.

PART V.—Provisions as to poll for closing licensed premises on Sunday, sections 29 and 30.

PART VI.—Miscellaneous, sections 31 to 40.

PART I.

LICENSES TO CLUBS.

4. The provisions of the principal Act relating to the sale of liquor shall not apply to the sale of liquor in the parliamentary refreshment rooms, by the permission and under the control of the proper authority, or to liquors supplied to any member of the volunteer or military force in any military canteen established under a permit issued under the hand of the chief secretary (which permit the chief secretary is hereby authorised to grant), or to the sale of liquors in any club-house : Provided that such liquors be sold only to members of such club, to be consumed on the premises, and provided such club is a *bonâ fide* association or company of not less than fifty persons in the case of a club established in the city of Adelaide, and not less than twenty-five persons in the case of a club established elsewhere, and with respect to which clubs the following conditions exist, that is to say,—

Clubs.

(1.) The club must be established upon premises of which such association or company are the *bonâ fide* occupiers, and maintained from the joint funds of the club, and no person must be entitled under its rules to derive any profit, benefit, or advantage from the club, or for the sale of liquor, which is not shared equally by every member thereof :

(2.) It must have been proved to the satisfaction of the licensing bench, at an annual or quarterly meeting, that the club is such an association or company as in this section is defined, and that the premises of the club are suitable for the purpose :

- (3.) It must be proved to the satisfaction of the licensing bench that such club has a committee of management, and that some person has been appointed by them steward or manager of such club :
- (4.) The rules of the club must have been approved by the licensing bench, and a certified copy of such rules shall be kept in the possession of the manager of the club, to be produced by him when demanded by any inspector of public-houses, who shall have the right to enter the premises of any club at any time when he considers inspection necessary.

Upon such proof being made, the club shall be registered by the clerk of the licensing district in which the said club is situate, for which an annual registration fee of ten pounds shall be paid to the said clerk, who shall issue a certificate that the said club has been duly licensed for the period therein mentioned ; and such certificate shall also state the name of the then manager or steward of the said club, which certificate, until receipt of a notice of the change of such manager or steward by the club, as provided herein, shall be *prima facie* evidence of such person being such manager or steward. Upon any change in the steward or manager of any club the committee of management shall forthwith forward notice thereof to the clerk of the licensing bench of the district where the premises of such club are situate, which notice shall be *prima facie* evidence of the appointment of the person named therein as the steward or manager of such club. Upon the complaint of an inspector under this Act the manager, or steward, or other person conducting or managing a club may be called upon to show cause, before any special magistrate or two justices, why the registration of the club should not be cancelled ; and upon the hearing of the complaint, unless it is proved to the said special magistrate, or two justices, that the conditions of this section continue to be fulfilled with respect to the club, the registration shall be cancelled, and the exemption aforesaid shall no longer extend or apply to persons selling liquor in such club. Licenses to such clubs shall be renewable annually on payment of the annual fee of ten pounds. The licensing bench shall have power to refuse to renew the license to any club whenever they deem fit, and no compensation shall be paid.

PART II.

LICENSE FEES.

5. Section 9 of the principal Act is hereby repealed, and the said Act shall be read and construed as if the next following section had been inserted therein in lieu of the section hereby repealed.

6. The annual fee to be paid for a publican's license shall be as follows:—If the house or premises described in the license be situate within the limits of a municipal corporation or district council, and the same be assessed by such corporation or district council for rating purposes at an annual value of not exceeding the amount mentioned in the first column of this section, the annual fee for such license shall be the amount specified in the second column opposite to the annual value mentioned in such first column.

First Column. Annual Value.	Second Column. Licence Fee.
£	£
100	15
200	20
300	30
400	35
Over 400	40

If the house or premises shall be situated outside the limits of a corporation or district council, the annual fee for such license shall be 15%.

PART III.

OBJECTIONS TO LICENSES.

7. Section 41 of the principal Act is hereby repealed, and the said Act shall be read and construed as if the next following section had been inserted therein, in lieu of the section hereby repealed.

Repeal of
section 9 of
principal
Act.

Annual fee
for publi-
can's license.

Repeal of
section 41 of
principal
Act.

8. The objections, of which notice may be given, shall be one or more of the following, and no objection whatever shall be heard or entertained unless notice thereof has been duly given by the person objecting:—

SOUTH
AUSTRALIA.

Objections
to licenses
and re-
newals.

I.—*Publicans' Licenses.*

- (a.) As to all applications—That the applicant is of bad fame and character; that he is interested in keeping a brothel; that he is of drunken habits; that he has within six months previously been deprived of a license under this Act; that there is within the same enclosure as the premises mentioned in the application any store, shop, or dwelling-house having means of communication with the yard belonging to such premises, and not separated therefrom by any division, wall, or fence:
- (b.) As to applications for premises not previously licensed—That such premises are not required for the accommodation of the public; that such premises are in the immediate vicinity of a church or other place of public worship, hospital, or school, and would, if licensed, be the cause of inconvenience or annoyance to the persons using or frequenting such church, place of worship, hospital, or school, or that the quiet of the locality in which such premises are situated will be disturbed if a license be granted for the sale of liquor in such premises; but such last-mentioned objection shall not be entertained unless a petition against the granting of such license for such premises shall be presented to the bench, signed by at least two fifths of the ratepayers residing in the immediate neighbourhood of such premises; that if such premises be situated within ten miles of the city of Adelaide, the same has not, at least, two moderate sized sitting-rooms and two sleeping-rooms, properly ventilated and furnished, constantly ready and fit for public accommodation, independent of the rooms occupied by the applicant and his family, and decent and separate places of convenience for both males and females, and urinals on or near the premises for the use of the customers thereof, so as to prevent nuisances and offences against decency:
- (c.) As to application for renewal of licenses—That the management of the licensed premises in such particulars as are specified in the notice has not been satisfactory; that any direction of the bench as to additional accommodation has not been complied with:
- (d.) As to licenses for premises not previously licensed, and as to renewal of licenses—That if such premises be situated more than ten miles from the city of Adelaide, such premises have not at least one sitting-room and two sleeping-rooms properly ventilated and furnished, constantly ready and fit for the accommodation of travellers, and separated from the bar by a space of at least twelve feet, with a separate entrance; that such premises have not decent and separate places of convenience for both males and females, and urinals on or near to the premises for the use of the customers thereof, so as to prevent nuisances and offences against decency; that there is not a stable on the premises capable of containing at least four horses, with a sufficient quantity of hay and corn: Provided that want of stable accommodation shall not be an objection to premises within the limits of municipalities whose population numbers 2,000 or over.

II.—*Wine Licenses.*

- (a.) As to all applications—That the applicant is of bad fame and character; that the applicant is interested in keeping a brothel; that he is of drunken habits; that he has been within six months previously deprived of a license under this Act:
- (b.) As to new applicants for licenses for premises previously licensed, and as to renewals of licenses—That any direction of the bench as to additional accommodation has not been complied with:
- (c.) As to renewals of licenses—That the management of the licensed premises in such particulars as are specified in the notice has not been satisfactory.
- (d.) As to licenses for premises not previously licensed, and as to new applicants for premises previously licensed.—That the applicant has within six months previously been deprived of a license under this Act:
- (e.) As to licenses for premises not previously licensed—That such premises are not required for the accommodation of the public; that such premises are in the immediate vicinity of a church, or other place of worship, hospital, or school,

and would, if licensed, be the cause of inconvenience or annoyance to the persons using or frequenting such church, place of worship, hospital, or school; that the quiet of the locality in which such premises are situated will be disturbed if a license be granted for the sale of mead, wine, cider, or perry in such premises (this objection shall not be entertained unless a petition against the granting of such license for such premises shall be presented to the board, signed by at least two fifths of the ratepayers residing in the immediate neighbourhood of such premises).

111.—Storekeepers' Licenses, Storekeepers' Colonial Wine Licenses, and Billiard Licenses.

- (a.) As to licenses for premises not previously licensed—That the applicant is of bad fame and character; or is of drunken habits; or has, within six month previously, been deprived of a license under this Act:
- (b.) As to new applicants for premises previously licensed—That the applicant is of bad fame and character; or is of drunken habits; or has, within six months previously, been deprived of a license under this Act:
- (c.) As to renewals of licenses—That the applicant is of bad fame and character; or is of drunken habits; or that the management of the licensed premises, in such particulars as are specified in the notice, has not been satisfactory.

PART IV.

LIMITATION OF LICENSES.

Local option districts.

9. Each municipal corporation and each district council now or hereafter created is hereby constituted a local option district.

Discretion as to renewal of licenses.

10. All licenses now existing shall, after fifteen years from the passing hereof, not be renewed as a matter of course, but the same shall thereafter be renewed or not, at the discretion of the licensing bench; and any license granted after the passing hereof for premises not previously licensed shall be for one year only, and shall be renewed or not, entirely at the discretion of the licensing bench, and no such renewal shall be held to be a matter of course.

Petition for determining by poll of ratepayers number of publicans' licenses.

11. At any time after the coming into operation of this Act, one tenth of the number of the persons resident in the district, and whose names are on the roll of ratepayers for such district, may petition the Governor in Council to cause a poll to be taken to determine—

- I. Whether any new publicans', wine, or storekeepers' colonial wine licenses in respect of premises not previously licensed shall be granted in such local option district:
- II. Whether the number of publicans', wine, or storekeepers' colonial wine licenses in such local option district shall be decreased to any number below the then existing number or not.

Governor in Council may direct a poll to be taken.

12. The Governor shall, upon the receipt of any such petition or petitions, by an Order in Council direct the clerk of the municipal corporation or district council of such local option district to take a poll of the ratepayers upon a day to be fixed in the said Order in Council; and the clerk of the municipal corporation or district council, as the case may be, shall take such poll and shall, within three days after the poll has been so taken, make a true return under his hand to the clerk of the licensing bench in whose district the poll has been taken, of the result of the poll: Provided that in any local option district where the number of publicans' licenses exceeds five, it shall not be competent for the ratepayers at any poll to determine that the publicans' licenses in such district shall be increased or decreased by more than one third of the then existing number. And in any local opinion district where the number of publicans' licenses does not exceed five, the number shall not be increased or decreased at any poll by more than one.

Regulations as to mode of conducting.

13. A poll of the ratepayers shall be taken by ballot, in accordance with regulations to be made by the Governor prescribing the mode in which such poll shall be taken and the form in which the ballot papers shall be framed: Provided that at any poll under this part of this Act one fourth of the whole number of the ratepayers on the roll shall record their voices in order to constitute a poll.

14. Each ratepayer shall have only one vote under this Act in each local option district, and only those ratepayers shall be entitled to vote who reside in the district and whose names shall appear in the ratepayers' roll.

Ratepayers to have only one vote.

15. If the determination of the ratepayers of any local option district at any poll taken as aforesaid in any year be that the number of publicans' licenses shall be reduced to any number below the existing number, then the licensing bench having jurisdiction in such local option district shall, in the month of March next ensuing, determine, as herein-after provided, which of such publicans' licenses shall not be renewed, and at the next annual sitting of such bench the total number of such publicans' licenses shall be reduced by the number required to carry out the determination arrived at; the owners and occupiers of the respective premises, publicans' licenses for which are not to be renewed, shall be forthwith served with a notice to that effect by the clerk of the licensing bench, and such owners and occupiers shall be entitled to compensation, to be determined as herein-after provided; and where the occupier is not the owner of any such premises, the lease or agreement under which such occupier holds the same shall, if he shall so elect, be deemed to be annulled: Provided that no person shall be deprived of a publican's license in pursuance of any such determination unless and until he has received the compensation (if any) due to him in respect thereof under this Act, or the same has been tendered to him; and the bench, in determining which of such licenses shall not be renewed, shall consider the convenience of travellers, the site, and convenience of the majority of residents near such licensed premises, the length of time for which such premises were licensed, and the general character thereof, and the circumstances of any transfer of license during the preceding three years.

Licenses in excess of existing number may be reduced by determination of ratepayers

16. If there be not a majority of the votes recorded in favour of decreasing the number of publicans' licenses to some particular number, which is less than the existing number, but a majority record their votes in favour of an increase, new licenses may be granted at the discretion of the licensing bench.

If result of poll against decrease in number, new licenses may be granted.

17. Every determination of the ratepayers for decrease or increase in the number of publicans' licenses shall continue in force for three years, and thence until another determination has been made upon another petition.

Determination to continue in force for three years. Compensation to be settled by arbitration.

18. The amount of compensation to be paid to the owner of any premises by reason of the annual value of such premises being diminished owing to the publican's license being taken away therefrom in consequence of the determination of the ratepayers of the local option district in which such premises are situate, and to the occupier by reason of his lease or agreement being annulled, and for the loss of his license and business as a publican, shall be determined by arbitration only.

19. On the request of the treasurer the owner and occupier jointly shall, in writing, appoint one arbitrator, and the said treasurer shall, in writing, appoint another arbitrator. If within fourteen days after making such request the owner and occupier jointly fail to appoint an arbitrator, then the single arbitrator appointed by the treasurer shall have all the powers of three arbitrators under this Act.

Appointment of arbitrator.

20. When two arbitrators shall have been appointed, they shall nominate and appoint by writing a third person to act with them as arbitrator (who shall be either a stipendiary magistrate or a special magistrate).

Appointment of third arbitrator.

21. The three arbitrators shall sit together and hear evidence upon oath, and call for the production of documents, and the amount of compensation shall be determined by the arbitrators or by a majority of them on the basis herein-after provided. Every determination under this section shall be final and conclusive.

Award.

22. The compensation to be paid under this Act on the refusal of the bench to renew any license, in consequence of the result of the poll prescribed by this Act, shall be calculated on the following basis, and not otherwise, viz.:—The difference between the rental value of the premises as a licensed house and as an unlicensed house, from the time of the non-renewal of such license until the period of fifteen years from the passing hereof. Should the holder of the freehold of the licensed premises and the licensee be different persons, or should the lessee and the licensee be different persons, or should there be more than one lease subsisting of the said premises, or should the premises be mortgaged, or should there be any lien thereon, the said compensation shall be divided between all the persons interested in such proportions and manner as the said arbitrators, or a majority of them, may determine.

Basis for calculation of compensation.

23. No compensation shall be payable to any person by reason of the refusal of the bench to renew any license, in consequence of the result of the poll prescribed by this

No compensation to any person in re-

Act, in cases where the license has been granted after the passing of this Act to premises not previously licensed, or in respect of premises the license for which has been allowed to lapse, and, after the coming into operation of this Act, has been renewed.

24. The arbitrators shall award to all persons entitled to compensation such amount for costs as they may deem proper.

25. The fees for all licenses and permits granted under this and the principal Act shall be paid into the Treasury.

26. All amounts payable to any person for compensation under this Act shall be paid by the treasurer of the said province; and, notwithstanding anything in this Act, no refusal of the renewal of any license as a consequence of any poll shall take effect until the amount or amounts awarded by the arbitrators shall have been paid to the person or persons entitled thereto; and the total amount to be paid in any year for compensation under this Act shall not exceed the aggregate amount received into the Treasury in the preceding financial year for the granting of licenses and permits under this and the principal Act.

27. The expenses of taking any poll under this Act shall be defrayed out of the funds of the municipal corporation or district council comprising the local option district where such poll shall be taken.

28. Notwithstanding anything contained in the principal Act, no license shall be removed to premises situate outside the local option district in which the same was granted.

PART V.

PROVISIONS AS TO POLL FOR CLOSING LICENSED PREMISES ON SUNDAYS.

29. Sections 98, 99, 100, 101, 102, and 103 of the principal Act are hereby repealed.

30. It shall be unlawful for any licensed person to sell or supply any liquor whatsoever at any hour on a Sunday to a person not being a *bonâ fide* traveller calling for liquor on his journey, and who is within five miles from his usual place of abode, or not being a *bonâ fide* lodger living or staying in the licensed premises; and every licensed person who shall sell or supply any liquor in violation of this section shall, for every such offence, forfeit and pay a penalty of not more than 20*l*. Every person who, by falsely representing himself to be a *bonâ fide* traveller or a lodger, and who shall falsely pretend to be more than five miles distant from his usual place of abode, shall buy or obtain, or attempt to buy or obtain, at any licensed premises liquor or refreshment on a Sunday shall forfeit and pay for every such offence a fine of not less than 5*l*. nor more than 10*l*.: Provided that any such licensed person shall not be liable for the aforesaid penalties if it can be shown, to the satisfaction of the court who shall hear the case, that the person holding such license was imposed upon by the person who had been admitted to such house as a *bonâ fide* traveller by false representations.

PART VI.

MISCELLANEOUS.

31. For the purposes of serving any notice under this and the principal Act, the word "owner" shall mean and include the person for the time being receiving or entitled to receive the rents of any licensed premises, whether on his own account or as agent, trustee, or attorney for any other person.

32. Any special magistrate or two justices may give permission in writing to the master or commander of any steamer or other vessel (in respect of which a packet license shall not have been granted, or be then subsisting), on the occasion of any excursion or trip by such steamer or vessel, to sell any liquor on such steamer or vessel for a period not exceeding one day, by a certificate in duplicate. Every person obtaining such permission shall forward one of such certificates in a prepaid registered letter, together with a fee of 1*l*., to the commissioner of police, within 24 hours after obtaining same. And the person to whom such certificate shall be granted may sell liquor on the said steamer or vessel during the period therein mentioned.

33. It shall not be lawful for any person to bring on board any of Her Majesty's ships or vessels any spirituous or fermented liquor of any description, without the previous consent of the officer commanding the ship or vessel on board of which the same may be brought; and it shall be lawful for any officer in Her Majesty's service, or warrant or petty officer of the Navy, or non-commissioned officer of Marines, with or without seamen or persons under his command, to search any boat or vessel hovering

about or approaching, or which may have hovered about or approached, any of Her Majesty's ships or vessels, and if any spirituous or fermented liquor be found on board such boat or vessel to seize such spirituous or fermented liquor, and the same shall be forfeited to Her Majesty; and if any person shall bring any spirituous or fermented liquor on board any of Her Majesty's ships or vessels without such previous consent as aforesaid, or shall approach or hover about any of Her Majesty's ships or vessels for the purpose of bringing any spirituous or fermented liquor on board the same, without such previous consent, or for the purpose of giving or selling, without such previous consent, spirituous or fermented liquor to men in Her Majesty's service, every such person shall, upon a summary conviction thereof, forfeit and pay any sum not exceeding 10*l.* for every such act or offence; and it shall be lawful for any officer in Her Majesty's service, or any such warrant or petty officer, or non-commissioned officer as aforesaid, or for any constable or peace officer, with or without any warrant or other process, to apprehend, or cause to be apprehended, any such offender or person so acting, and to bring him, or cause him to be brought, before a special magistrate or two justices of the peace, for the purpose of having the offender summarily convicted of the same.

SOUTH AUSTRALIA.
without the Commander's consent.

Penalty on offenders.

34. In lieu of the fees payable for certificates under section 60 of the principal Act the following fees shall be payable:—A fee of 1*l.* for the first day, and 10*s.* for every subsequent day, for which a certificate is granted to any person holding a publican's license; and a fee of 10*s.* a day for each day for which a certificate is granted to any person holding a wine license.

Alteration of fees.

35. Section 96 of the principal Act is hereby repealed, and the said Act shall be read and construed as if there were inserted therein in lieu of the section so repealed the following section.

Repeal of section 96, principal Act.

36. The bar and taproom or taprooms on the premises of every licensed person shall, during the hours in which the sale or disposal of liquor to the public is prohibited, have every door by which admission be gained thereto, whether from outside or inside the premises, shut; and if any such door be found open, except for the purpose of supplying *bonâ fide* travellers or lodgers, or if any person other than the licensee or his servant be found therein during any such hours as aforesaid, it shall be taken to be *primâ facie* evidence of a sale of liquor during such hours. The licensed person on whose premises any contravention of the provision of this section occurs shall be deemed to have committed an offence against this Act, and shall be liable to a penalty of not less than 5*l.* nor more than 20*l.*

Bar to be kept shut during prohibited hours.

37. On the death of the holder of a storekeeper's license, or of a storekeeper's colonial wine license, the legal personal representative or his nominee or assign, or any member of the family of the deceased, may enter upon the licensed premises of such holder and may, subject to obtaining a certificate from a special magistrate as is provided by the principal Act in case of the death of the holder of a publican's or wine license, continue and carry on the business thereof until the meeting of the bench held next after the expiration of 28 days from such entry, at which meeting an application shall be made by such person in possession for a transfer of the license or for a license, as the case may be.

Provision for transfer and transmission of storekeepers' and storekeepers' colonial wine license in case of death of holder.

38. Where the day appointed for holding the annual or quarterly meeting of any licensing bench falls upon a public holiday, it shall be lawful for the Attorney General, by notice in the *Government Gazette*, to alter the day for holding any such meeting to a day to be named in such notice.

Postponement of sitting of bench by Attorney General.

39. Whenever, by reason of the absence of any members of the licensing bench, a quorum cannot be formed at any annual, quarterly, or other meeting of the bench, as provided in the principal Act, the justices present, or if no justice present, then the clerk of the licensing bench, shall adjourn the meeting of the said bench to such a day, within a period of 14 days, as may be deemed convenient, and the said clerk shall enter in the minute book of the bench a memorandum of such adjournment and the cause thereof, and forward a copy of such memorandum forthwith to the Attorney General.

Adjournment of bench when no quorum.

40. Notwithstanding anything contained in the principal Act or this Act, no publican's license or wine license shall be granted to any person in respect of premises situated in that portion of the province of South Australia comprised and described in the Chaffey Brothers Irrigation Works Act, 1887, and in the schedule thereto, except with the consent of the Governor in Council.

Publican's and wine licenses not to be granted for premises at Renmark.

In the name and on behalf of Her Majesty I hereby assent to this Bill.

(Signed) KINTORE, Governor.

No. 10.

THE EARL OF ABERDEEN to the MARQUESS OF RIPON.
(Received December 26, 1893.)

MY LORD,

Government House, Ottawa,
December 12, 1893.

IN reply to your Lordship's Despatch of the 13th ultimo, I have the honour to forward herewith copy of a letter from the Department of the Secretary of State for Canada, stating that the Royal Commission on the Liquor Traffic is still sitting, and that, pending the making of the report of the Commission, the Government has no separate report to make in regard to the matter.

I have, &c.
(Signed) ABERDEEN.

Enclosure in No. 10.

The UNDER SECRETARY OF STATE FOR CANADA to the GOVERNOR-GENERAL'S
SECRETARY.

SIR,

Ottawa, December 9, 1893.

WITH reference to the Despatch of the Most Honourable the Secretary of State for the Colonies to his Excellency the Governor-General, dated the 13th ultimo, in continuation of a prior inquiry regarding the operation of the liquor laws in the Dominion, as in other portions of the Empire, I have the honour to state, for the information of his Excellency, that the Royal Commission appointed to investigate and elucidate the issues involved in the liquor traffic is still sitting, and that, pending the report of said Commission, this Government has no separate report to make in the premises.

The Governor-General's Secretary,
Ottawa.

I have, &c.
(Signed) L. A. CATELLIER.

AFRICA. No. 6 (1894).

R E P O R T

BY

COMMISSIONER JOHNSTON

OF THE

FIRST THREE YEARS'
ADMINISTRATION OF THE EASTERN PORTION
OF BRITISH CENTRAL AFRICA,

DATED MARCH 31, 1894.

[WITH FIVE MAPS.]

*Presented to both Houses of Parliament by Command of Her Majesty.
August 1894.*

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Report by Commissioner Johnston of the First Three Years' Administration of the Eastern Portion of British Central Africa,* dated March 31, 1894.

BRITISH Central Africa is the name given to a considerable area of South Central Africa which lies for the most part within the northern basin of the Zambezi, but which also includes within its limits a considerable part of the watershed of the Upper Congo. It is bounded on the north by the Congo Free State, the waters of Tanganyika, and German East Africa; on the east by the German and Portuguese East African possessions; on the south by the Portuguese possessions on the Zambezi, by the middle course of the Zambezi River, and by German South-west Africa; and on the west by the Portuguese Province of Angola. In the present Report, however, I only propose to treat of the eastern portion of British Central Africa, viz., that which lies to the eastward of the River Kafue, one of the principal affluents of the Zambezi, and a river which divides the territory in question very nearly in half.

Physical Geography.

As will be seen by a glance at the map, the greater part of the territory under consideration consists of an elevated plateau, broken here and there by the valleys of large rivers, or accentuated by occasional peaks and elevated mountain ranges rising to yet greater heights than the average altitude of the plateau.†

The country lying in the eastern part of the Kafue Basin has been very little explored, and, consequently, we are not able to say whether it possesses, or does not possess, any mountains of striking height. With this exception, the country is sufficiently known for us to be able to enumerate with tolerable certainty the few peaks or mountain ranges which render themselves remarkable by attaining an altitude above 6,000 feet. The chief amongst these is Mount Mlanje, a magnificent mountain mass, situated in the extreme south-east of the British Protectorate, between the south end of Lake Chilwa and the River Ruu. Mlanje is the more striking, from the fact that it rises with exceeding abruptness from a plain which varies between 2,000 and 1,500 feet in altitude. The first and outer elevation of Mlanje forms a great block of tableland, from 6,000 to 8,000 feet in altitude, and out of this tableland again rise large and small peaks, the highest of

* The area covered by this Report includes the whole of the British Central Africa Protectorate and the adjoining territories to the west, which are under British influence and administered under the Charter of the British South Africa Company.

† This vast extent of plateau, or rolling upland, may be considered to range between 3,000 and 6,000 feet in altitude. That portion of it which forms the western watershed of Lake Nyasa attains an average altitude of 4,000 feet, though near the north-west end of Lake Nyasa the plateau is uplifted to the much higher altitude of 7,000 feet, which it would appear to uniformly maintain over an area of some 1,000 square miles. The Nyasa-Tanganyika plateau (which is the name given to the high tableland between Lakes Tanganyika and Nyasa, where the River Chambezi takes its rise) has an average altitude of about 4,500 feet. Another region of nearly equal height is the upland which serves as the water-parting between the streams flowing towards the Luapula and those which join the Rivers Luangwa and Lunsefwa. It is possible even that the average altitude of these highlands may be superior to 4,500 feet. The plateau eastward of the Kafue is about 1,000 feet lower in average altitude. There is also a good deal of elevated land between 3,500 and 4,500 feet high to the east of the Luapula and to the west of Lake Bangweolo, and this joins in the north the Nyasa-Tanganyika plateau and the elevated region between Lakes Mweru and Tanganyika.

The surface of this plateau is wonderfully uniform in some parts, and, but for the evidence of the barometer and the cooler temperature, might seem to the traveller to consist of vast plains similar to those which compose so much of the surface of Eastern Africa. But in other districts its surface is a good deal cut up by the eroded valleys of streams, and by isolated peaks or ranges of hills.

which, though not yet ascended to the summit, can scarcely be less than 10,000 feet in altitude above the sea—about 2,500 feet above the plateau from which it rises. These higher peaks of Mlanje are almost certainly very ancient and extinct volcanoes, and the elevated plateau from which they rise, together with the not far-distant Shiré highlands, Zomba Mountain, and other adjoining heights, is but a vestige remaining of the archaic tableland of South Central Africa. Countless ages of water action have eroded all the softer portions of the primeval tableland, leaving the harder rocks still standing as isolated heights.

Zomba Mountain rises to an average altitude of 3,000 feet above the surrounding plain, but the western and northern edges of its plateau attain to greater heights. The highest point, called Nyenyeni, is about 6,900 feet above the sea. Chiradzulu, a striking-looking flat-topped mountain near Blantyre, reaches to, perhaps, 5,500 feet. All round about Blantyre, especially to the eastward, are exceedingly picturesque-looking hills and mountains, from 4,700 to 3,500 feet in height above the sea.

The Kirk Range, which is mostly a high plateau to the west of the River Shiré, attains its greatest altitude in Mount Deza and Mount Chongoni, both of which are approximately 7,000 feet high. The edge of the plateau along the south-east corner of Lake Nyasa is broken by some remarkably picturesque and jagged peaks, none of which, however, are much more than 4,000 feet in total altitude.

Along the west coast of Lake Nyasa the most striking mountains are Mount Chipata, Mounts Kuwirwi, Chaoma, and Mount Waller, or Chombe. These range from 5,000 to 6,000 feet in height. The highest point of the Nyika plateau (Mount Kasungu) is 7,680 feet. Many points in the Konde Mountains, which form the water-parting between the Upper Luangwa and Lake Nyasa, are between 6,000 and 7,000 feet in height. I say nothing here of the stupendous Livingstone Range to the north and north-east of Lake Nyasa, because it lies outside the limits of British Central Africa, but I might mention that in one or two points it is stated by German travellers to reach to 10,000 feet in altitude. Near one of its highest summits Baron von Eltz informs me he has seen snow fall, though the snow did not long remain on the ground.*

On the northern edge of the Nyasa-Tanganyika plateau there are peaks from 6,000 to 7,000 feet in total altitude, and Mount Sunzu, near the south end of Lake Tanganyika, is probably fully 7,000 feet in height. No hill or mountain very remarkable for its height or appearance appears to have been signalized by any traveller in the districts to the east of the Luapula and north or south of Lake Bangweolo, though there, as elsewhere, the edge of the plateau seems to be singularly abrupt in places, and, of course, seen from below, appears of itself an elevated range of mountains. This remark is specially referable to what are called the Mutshinga Mountains, which are really the edge of the plateau on the western side of the Luangwa Valley. This valley ranges from about 1,100 to 2,000 feet in altitude, and the plateau on either side rises rather abruptly from 3,000 to 4,000 feet. An exceedingly abrupt edge to the plateau is seen in the northern part of British Central Africa, where the tableland which gives origin to the main source of the Congo rises with extraordinary abruptness about 4,000 feet above the Songwe and Saisi Valleys. It is so like a wall that it can only be scaled in a few places, and, except where it becomes broken up in its northern portions, is perhaps about as good a boundary-line as could be chosen.

I fear the bald enumeration of these heights is somewhat uninteresting, but it is worth while drawing attention to them, because each mountain or elevated plateau I have alluded to may be regarded as a possible site for a healthy European Settlement. On all these high mountains there is an abundant water supply, and there are usually good forests of excellent timber. The temperature also is one which is never excessively warm, and is in some parts very bracing for Europeans.

The value of these extensive plateaux, fortunately forming more than two-thirds of the area of British Central Africa, may be estimated by any person who journeys to them from the low-lying coast-lines and river valleys, where the heat is sometimes exceedingly great. On all these plateaux, above 3,000 feet in altitude, it may be truthfully said that at no season of the year is the heat unbearably oppressive, and for six months out of the twelve the temperature is delightful, though if one resides at a greater altitude than 5,000 feet the cold is apt to be somewhat trying unless the mode of life is adapted to it.

It is almost unnecessary to call attention to the fact that the part of Africa now under review is a land of great lakes. Lake Tanganyika, which forms part of the northern limit of British Central Africa, is over 400 miles in length, and varies from 60 to 30 miles in breadth. Lake Nyasa, the next in size, and the third biggest lake in Africa, is about

* The accuracy of this statement is questioned by another traveller, who calls the snow "sleet."—H. H. J.

360 miles long, and varies from 13 to 40 miles in breadth. Lake Mweru, according to Mr. Sharpe's latest survey, has a total length of 68 miles (from entrance to exit of Luapula), and an average breadth of 24 miles. As to the area of the mysterious lake, Bangweolo, it is difficult to pronounce an opinion. Its approximate area of open water during the dry season is 1,672 square miles, though immediately after the heavy rains of January and February it is probable that the area is doubled by the rise of water over the extensive marshy country lying to the south of Bangweolo. The area which I have given the lake on my sketch maps, and which is practically that to which it has been reduced by the recent investigations of Mr. Joseph Thomson and Mr. Alfred Sharpe, is not unlike the appearance of the lake on Livingstone's maps, although Livingstone appears to have been very incorrect in the definition of the shape of the coast-line and the size of the islands. After Livingstone had given us this idea of Lake Bangweolo, not much more than 1,600 square miles in extent, a celebrated French traveller, Lieutenant Giraud, explored these regions, and more than doubled the area of the lake on the maps, by including within its limits the enormous marshes which stretch between the dry-season limit of the lake, the entrance of the Chambezi, and the exit of the Luapula. M. Giraud, however, seems to have ascertained little more than that in the rainy season of the year there was open water or navigable swamp at some distance to the west of the banks of the Luapula. He does not appear to have travelled along the eastern limits of the marsh or lake, and had, therefore, scarcely sufficient data on which to authoritatively found such an enormously enlarged Bangweolo as he introduced into our maps. To Mr. Joseph Thomson is attached the merit of having corrected M. Giraud's error, and, to a great extent, reinstated Livingstone's opinion as to the approximate area of this somewhat variable lake, which would appear after all to be little more than a great backwater filled by the River Chambezi, which is to all intents and purposes the Upper Luapula. Although it lies outside the limits of British Central Africa, I might allude to the extensive and curious salt lake, Rukwa, which is situated not far distant from our northern boundary. This lake is about 120 miles long, by an average 12 miles broad. Its southern end opens out into a number of small gulfs. This lake is evidently but a shrunken remnant of what was once a large sheet of fresh water, probably draining into the Songwe Valley and Lake Nyasa. It is curious how difficult it has been for the few Europeans who have visited Lake Rukwa to reach its open water. Indeed, it is doubtful whether any European has yet reached its open water, which is so distinctly visible from the heights above. After descending from the more or less elevated plateaux or hills which surround Lake Rukwa, one enters on a parched plain, which, seen from a distance, looks itself like part of the lake. Between this same desert and the open water there is a more or less dense belt of reeds and rushes, chiefly consisting of the familiar bulrush. Neither Joseph Thomson nor the German explorer, Kaiser, and his companions, who sighted the north end of Lake Rukwa in 1880 and subsequent years, succeeded in reaching the water's edge. When I discovered the south end in the autumn of 1889, in spite of repeated efforts, I could not get to the open water; I only reached brackish pools in the middle of the dense reeds above mentioned. Dr. Cross, a missionary who accompanied my expedition, remained a few days behind to make a further effort by following the course of a little river called the Songwe, which enters Lake Rukwa, to reach the open water. It is not clear, however, whether he succeeded in getting beyond the reed belt, but he was able to bring back with him a specimen of Rukwa water, which he found to be brown in colour, extremely salt, and very ammoniacal. Later still, Baron von Eltz, the Commandant of the German fort at the north end of Lake Nyasa, visited Lake Rukwa at the beginning of the present year (1894), and he, too, was unable to pass through the belt of reeds on to the open water of the lake. Yet it is evident from the magnificent view obtained of the lake from the Wungu Mountains that, however reduced it may be from its original size, it is still a large expanse of water which should certainly be navigable, and which is said to be frequented by large numbers of hippopotamuses.

Between Lakes Tanganyika and Mweru is a salt lake, also called Mweru. In the dry season this lake would appear to be reduced to an enormous marsh, whilst in the height of the rainy season it probably presents in the central portion stretches of open water. Mr. Sharpe, who was its discoverer, states that canoes cannot penetrate the thick encircling reed belts of this swamp. It is about 35 miles long and 20 miles broad. Although of a swampy nature, its limits seem to be rather sharply defined by low hills, or a steep descent of the plateau in the middle of which it lies. When full with the rains, it is generally believed that it drains into the larger fresh Lake Mweru through the River Movu, which flows into the Kalungwizi.

In the south-eastern part of the Protectorate, between the south end of Lake Nyasa and the Mlanje Mountain, lies the salt lake usually known by the name of Shirwa,

through a mispronunciation of the proper name, which is either Kilwa, Chilwa, or Chirwa, according as it is pronounced by Mlolo, Yao, or Mnyanja. On the whole, I prefer to establish its name as Chilwa, which is the Yao appellation, and which is most widely known. Kilwa or Chilwa simply means "island," but is a name very often given to lakes or inclosed gulfs of the sea dotted with two or three islands. There appears to be some doubt as to the potability of the water of Lake Chilwa. Officers of my Administration, who have visited it, declare the water to be quite drinkable, though possessing a peculiar flavour. The natives, however, speak of the lake as the "salt" lake, and I believe make good salt out of its water by evaporation.* I expect that, as in similar cases, the proportion of salt in the water depends on the season of the year. When, as at the time of writing, Chilwa is very full, and possibly draining some of its surplus water into the Mtutshila River Valley, the water is no doubt scarcely brackish, but certainly in the dry season it is much too salt to be drinkable. In connection with this matter, I might mention that I have myself drunk the water of Lake Rukwa in the belt of marsh surrounding it, and although not nice, it was still not unbearably brackish; yet, in Dr. Cross' opinion, the water of the lake in its more open parts was utterly unfit to drink. Again, I have found the water of Lake Tanganyika drinkable, but not nice. It does not seem to be unwholesome, but it is just *not* brackish; it seems to have no power to quench the thirst. Mr. Crawshay also describes the water of the fresh Lake Mweru as being of very much the same description, almost bordering on the brackish. On the other hand, all authorities are agreed that the water of Lake Nyasa is exquisitely pure and sweet. When it has been cooled in a water cooler, it is the most delicious sparkling water one could possibly desire. Lake Chilwa is nearly 50 miles long, and has an average breadth of 15 or 16 miles. This area may be spoken of as the average area, for, in the height of the dry season, the open water is largely encroached upon by an indefinite marsh. It seems likely that the central part of the lake, especially when approached from the less marshy eastern shores, is navigable to a considerable extent.

It is very difficult to decide to what river system Lake Shirwa was attached in bygone ages. Between its north-east corner and the Valley of the Upper Shiré is a plain, which, in parts perhaps, does not rise more than 50 feet above the Shiré. If Nyasa were raised about 100 feet above its present level, it would fill up the whole Valley of the Upper Shiré, and its waters would pour into Lake Chilwa through the gap between the Zomba Mountains and the Mangotshe Mountains. Again, if the waters of Chilwa were raised only a few feet above their present level, they would drain south-westward into the northern bend of the River Mtutshila,† and thus into the Ruu, which flows into the Lower Shiré. Lake Chilwa would in this way become a feeder of the Zambezi. On the other hand, according to the explorations of the Rev. Alexander Hetherwick, the north end of Lake Chilwa is only separated by a ridge about 50 feet in height from the Mpiri or Chiuta Swamp or Lake, which is the source of the River Lujenda, a great affluent of the Rufuma. Consequently, if, as seems probable from the geographical appearance of the country, in very distant ages the Valley of the Upper Shiré was simply a continuation of Lake Nyasa, which stood at more than 50 feet above the present level of the lake, and thus drained through the gap to the north of Zomba into Lake Chilwa, the height to which this little lake would then be raised would certainly direct the main flow of its waters to the Valley of the Ruu, but, on the other hand, would bring it very near draining off northwards into the Valley of the Lujenda, and thus into the Indian Ocean. Northwards of Lake Chilwa, as has been already mentioned, is the narrow lake or swamp ordinarily known as Chiuta, though its western branch is often called Mpiri. The area of this two-armed lake also appears to be most variable according to the season of the year; and I am informed that, during the height of the rains, it presents the appearance of a fairly large sheet of water, about 10 miles long and 6 miles broad. This, in the dry season, shrinks to two strips of marsh from 1 to 2 miles in breadth. Lake Chiuta gives rise to the River Lujenda, but before the river is actually developed there is another small lakelet, usually called Namaramba, which no doubt during the rains is little more than a northward prolongation of Chiuta.

About 12 or 13 miles south of Lake Nyasa is the lakelet Malombe or Marombe, ordinarily known as Pa-Malombe, because its first discoverers confused the locative prefix

* With regard to the making of salt from these brackish lakes, Mr. Sharpe contributes the following note:—

"The natives dwelling round the great Mweru salt swamp take the salt-impregnated earth round the lake shore, and put it into funnels made of closely-woven grass rope. They then pour in water and stir up the salt earth. The water takes up the salt, and, filtering through the grass funnel, carries the salt in solution into pots placed below. The water is then evaporated, and cakes of pure salt are left."

† Or possibly into the Ruu, round the eastern base of Mlanje.

Pa with the name of the lake. I prefer to call it Malombe, which is the Yao name. I have made several rough surveys of Lake Malombe, and I compute its area as being about 110 square miles. Its greatest length is about 15 miles, and its greatest breadth about 13. Like so many of the other lakes already mentioned, it is only a vestige of a much larger sheet of water. Nevertheless, up to the present, it has never received full justice even for its considerably reduced size. Livingstone did not pay much heed to Lake Malombe, and rather under-estimated its area, and drew its shape incorrectly in his maps. Since that time the tendency of all map makers at home has been to draw Malombe smaller and smaller until, in the most recently published maps, it is a slight broadening of the Shiré. I believe it is for the first time correctly drawn on the sketch maps which I append to this Report.

Malombe is one of the most universally disliked pieces of water I have met with, and for very good reason. It is really more a lake of very liquid mud than a sheet of water. Its western shores are so marshy, and so completely overgrown with the densest papyrus, that it is almost impossible to reach the water from the land, so that you may journey along the west coast of Lake Malombe and suffer severely from thirst. On the east coast a few sandspits run out, which enable one to actually reach the water's edge without passing through the jungle of reeds. All boat and steamer journeys across the lake are slow and tedious, inasmuch as the vessel has to be forced through such very thick muddy water that the resistance offered increases both the labour of man and engine. The thick deposit in the water fills up the boilers of steamers, and arrangements have to be made by the placing of tanks on deck for straining the water before passing it into the feed-pipes. There is practically only one route across the lake, which, fortunately, is the shortest, and really seems to be more or less the course of the River Shiré. Outside this relatively narrow course the sand or mud banks make navigation difficult. The current is almost imperceptible, although, of course, there is a slight current following the course of the River Shiré. The lake swarms with hippopotamuses, who considerably add to the dangers of navigation, for whenever a boat or steamer comes to a standstill, there is a strong disposition on the part of those brutes to attack it. One of the most annoying points about the Malombe is that if your boat does get stuck it is impossible to get out and walk, as you would sink to an incalculable distance in soft mud. If ever the Shiré navigation is to be seriously developed, some means will have to be taken to mark off by stakes the one navigable channel which is practically the course of the River Shiré. If these stakes were planted close together, and the gaps filled up with some kind of reed matting, it is possible that the outlying portions of the lake might silt up more rapidly, and the River Shiré clear out a passage between the two lines of stakes. As it is, before the Shiré coming from Lake Nyasa effects its main entrance into Malombe, it has already sent off a branch which flows into the north-western gulf of that little lake. This embranchment of the Shiré might be very easily blocked, and thus by directing the whole current of the river into the lake at one place might assist in clearing a well-defined channel from end to end.

Mr. Joseph Thomson, on his journeys in the service of the British South Africa Company, discovered a small lake on the high plateau between the Rivers Luangwa and Luapula. This he named Moir Lake. It is about 40 square miles in area. There is a small lake called Choa, which is a source of one of the feeders of the Kafue River. This and the tiny little lakelet of Zombe, near the south end of Lake Tanganyika, complete the list of known lakes in this part of British Central Africa, though there are numerous marshes and lagoon-like extensions of other lakes, which by some travellers are regarded as being entitled by their size or appearance to be honoured by recognition within the category of lakes.

It may be interesting, perhaps, to say a few words about the names given by European geographers to these great lakes of South Central Africa. In nearly all cases it may be said that the European name (I am not referring to obviously foreign names, such as Victoria, Albert, Albert Edward, or Leopold), though given with the best intentions, seems never to be the name by which it is called locally, or which passes current as a "native" word. For instance, ask any native, not an Arab or castman, on the banks of Tanganyika, what he calls the great lake that we know by that name, and he will reply to you "Nyanja," or "Liemba," or "Mweru," or "Rueru." Never will he say Tanganyika. This last appellation is a Swahili name universally adopted by the Arabs and coastmen, who transmitted it to the first European inquirers and explorers. "Tanganyika" is a word very frequently met with on and near the East Coast of Africa in connection with rivers and marshes. It is suggested by some that it means "a meeting place of streams" from a Swahili root, *tanga* or *tshanga*, to mix. All this, however, is rather a far-fetched hypothesis. The name has now become established, and is as good as any other. As to

obtaining a general name for the lake from the native tribes who inhabit its far-reaching shores that is impossible, because they too call it merely "lake" in their different dialects. As regards Lake Nyasa, the most usual name is "Nyanja." Nyanja or Nyanza is derived from the widespread Bantu root, *anza*, which, from the Cameroons to the south-east coast of Africa, is constantly applied to broad sheets of water, either rivers or lakes. "Nyanja" is also the local name of the River Shiré. "Shiré," I would state, is absolutely unknown as a native name. It seems to have arisen from some Portuguese corruption of a village or tribe on the banks of the Shiré near its junction with the Zambezi. The old Portuguese name of the Shiré was "Cherim." "Nyasa" is the Yao form of the word "Nyanja." I have never heard natives on any part of the lake call it by any other name than "Nyanja," or "Nyasa," or "Nyanza." Certainly I have never heard of the ridiculous meaningless name "Nyanja-ya-Nyinyezi," or the "Lake of Stars," which one fanciful geographer ascribes to it. The Yaos, however, sometimes make a distinction between Lake Nyasa and the River Shiré by calling the former "Nyasa Nombo," and the latter "Nyasa Jainondi," or "Little Nyasa." Mweru (Livingstone's "Moero") is applied by the natives to many other sheets of water besides the one which we specially know by that name. The word simply means "lake." *-eru* is another widespread root which we see reappearing in the native name of the Albert Nyanza, and the name by which some natives call Victoria Nyanza and Tanganyika, viz., Ru-eru.

The most difficult name of all to account for is Bangweolo, known to no native of Central Africa that I ever encountered. According to Mr. Sharpe, Bangweolo is called by the natives living to the west of it the "Mweru of the Awisa." Awisa, or Awawisa, or Ababisa, are a tribe dwelling on its banks. The Yaos and most of the Anyanja natives living to the east of Bangweolo speak of it as "Luemba," or "Liemba," but this again only means "lake," and is the same as the name "Liemba" given to the south end of Lake Tanganyika. By long usage, of course, Bangweolo may now be regarded as sanctioned, especially as there is no very settled or general name given to the lake by the natives. Still, it comes to this, that so careless have the first explorers been as to the exact pronunciation or exact designation of these important sheets of water, that the modern traveller can never hope to identify them with the natives by quoting the name on the Atlas or in the geography book. He will always have to translate our arbitrary appellation into the vernacular. The same rule applies to many rivers and countries of Central Africa: If one asked a subject of King Mwanga anything about Yuganda (as most Europeans call it) he would not understand. And if one tried "Uganda" he would, as many have done to me, instantly correct you with *Buganda*. But simply because Speke and others were careless in hearing and writing, that country is now doomed to be miscalled to the end of time.

The Zambezi (which I am thankful to state is the real undoubted native name of this river) is, of course, the most important stream which flows through British Central Africa as regards length of course and volume, though, owing to the extension of Portuguese territory over part of its northern basin, it is very much cut off from present contact with our influence, and is, consequently, far less thought of and talked about than the Shiré, which we regard as our own peculiar river. The Zambezi is dubiously navigable for canoes from the junction of the Kabompo on the north to Sesheke near the junction of the Chobe; after that supervene the rapids and the grand Victoria Falls. The navigability of the river is not resumed, at least to any appreciable extent, until a place called Mwanki's is reached. From Mwanki's to the Kansalo Rapids I believe canoes and boats can proceed for a certain distance, but the best stretch of the river in the interior for more or less continuous navigation, where I am told it is possible for even steam-launches to ply, is from the confluence of the Kafue, past Zumbo, to the rapids about 40 miles below Zumbo, which are sometimes called the Perizengi Rapids. This stretch will in future be of some importance to British Central Africa. Below the Perizengi Rapids all idea of navigation has to be abandoned until one reaches near to Tete. From Tete to the junction of the Zambezi and Shiré the river is more or less navigable for canoes all the year round, though great difficulties are experienced in the dry season in the Lupata gorge below Tete, where the breadth of the river is restricted to about 60 yards, and where the velocity of the current is 4 to 6 miles an hour. From Tete to the junction of the Shiré the river can only be navigated by steamers from six weeks to three months every year during the rains, in December, January, and February. From the junction of the Shiré and Zambezi to the Chinde mouth, on the Indian Ocean, the river is navigable for steamers of light draught, I mean, not drawing more than 2 feet. In the time of full river, vessels of 5 feet and more can navigate the Lower Zambezi and the Lower Shiré.

The whole valley of the Zambezi, from the confluence of the Kabompo to the head of its delta, seems to be unhealthy for Europeans, in parts, singularly unhealthy. Otherwise

it should become by development one of the richest regions in the world, as it affords evidence of great mineral wealth, especially coal, and, in parts, gold; and in all its districts along the lower and extreme upper course the land on its banks is extremely fertile, and in many respects resembles the Lower Nile Valley, from the fact that its fertility is incessantly renewed by the deposit during the floods of the alluvium brought down from the hills.

The river next to the Zambezi in importance, though not in length, is the Shiré, so well known that it seems almost superfluous to give much information about it. Still, it may be mentioned that the Shiré is navigable for boats and canoes all the year round from Chikwawa, just below the Murchison Falls, to its junction with the Zambezi. It would be navigable all the year round for steamers of light draught from the Zambezi up to Chiromo on the Ruvo (an important stream coming from Mount Mlanje), were it not that during the dry season there is a point of great difficulty to navigation known as the "Leak." It will be observed on the map that before its main entrance into the Zambezi the Shiré receives a branch from the Zambezi known as the "Ziwe-Ziwe." The conditions of the Ziwe-Ziwe flow are rather variable. Sometimes the water flows from the Zambezi into the Shiré, and at other times, and especially during low river, there is a tendency for the Shiré water to flow into the Zambezi through the Ziwe-Ziwe. At any rate, of late, at the main entrance of the Ziwe-Ziwe, the Shiré has made a deflection in its course, which has created an island known as Pinda Island. The branch of the Shiré which flows round the west of Pinda Island is extremely narrow, tortuous, and swift, and is known as the "Leak." During the dry season the old bed of the Shiré becomes almost dry, and nearly all the volume of the river flows through the Leak with such violence that it is almost impossible for steamers to make headway against it, especially as the channel is so narrow and tortuous. In the rainy season, there is enough water in the old branch of the river for steamers to avoid the Leak. The entrance from the Leak to the Shiré is so extremely narrow, perhaps not more than 30 to 35 feet broad, that it would seem very easy to block it up and compel the river to resume its old course. In the height of the dry season the continuous navigation of the Shiré up to Chiromo is suspended for steamers, which have to ply between Chiromo and Pinda Island, and exchange their goods to the other steamers that ply between Pinda Island and Chinde. The transshipment of goods across Pinda Island is a source of much trouble, loss, and vexatious disputes with the Portuguese. The Murchison Falls of the Shiré are well known. During their extent the Shiré descends about 1,000 feet. There are one or two little breaks in between the falls which are navigable for canoes, but not to any extent worth speaking of. The navigability of the Upper Shiré extends from the exit from Lake Nyasa to a mile or so below Matope, the African Lakes Company's station. The stretch of river between Lake Nyasa and Malombe is navigable for steamers of considerable draught all through the year. The difficulties of navigation in Malombe have already been mentioned. Nevertheless, Malombe can be crossed at all seasons of the year by steamers not drawing more than 1 ft. 9 in., and in the rainy season by steamers drawing 5 feet. Below Malombe the Upper Shiré is very fairly navigable, even for steamers drawing 2 feet, all the year round. There are only one or two places where any difficulties are met with. One is a spot known as the "Stones," a little below Fort Liwonde. Here a bed of rocks crosses the river, and in one or two places the rocks reach to the surface of the water, and constitute a danger rather in the full river than with the low, because at low water they can be easily seen and avoided. A little below the Stones there is a broad sandbank, which stretches nearly the whole way across the river. This is opposite the place known as Fort Sharpe, which, indeed, was built because the steamers were always sticking on the sandbank, and were at one time exposed to annoyance from unruly natives. Nevertheless, broadly speaking, the Upper Shiré is navigable all the year round from Lake Nyasa to Matope (which is 31 miles from Blantyre) for steamers which draw no more than Her Majesty's ship "Dove" (this is, I think, about 1 ft. 9 in.).

Unfortunately, the entrance to the Shiré from Lake Nyasa is somewhat hindered by a bar of sand, which in the dry season has only from 3 ft. 9 in. to 4 feet of water on it. This bar greatly hinders the entrance into the Shiré of the Lake Nyasa steamers, these latter requiring to draw from 4 to 5 feet of water in order to have sufficient stability in the stormy waters of that lake. I might mention that the water of the Shiré is remarkably good and sweet, though it is sometimes a little clouded with earthy matter. It is considered to be much more wholesome than the water of many rivers which are its tributaries, such as the Ruvo.

The rise of the Shiré water, especially in its lower course, depends on three principal causes. The river is usually at its lowest about the end of November. With the rains which descend on the Shiré highlands at the end of November and beginning of December,

and especially with the heavy rainfall on Mount Mlanje, the Shiré below the cataract region begins to rise, whilst the Upper Shiré, if anything, gets steadily lower until the middle of January. Perhaps the first cause of a rise in the Lower Shiré is the flooding of the Ruu. The Ruu, which takes its source on Mount Mlanje and carries off the greater part of the rainfall from that important height, contributes a very considerable body of water to the Shiré, and is of great value in rendering the river more navigable from Chiromo downwards. Then the rains all about the Shiré highlands raise the level of the Central Shiré. Finally, after the rains of January and the beginning of February, Lake Nyasa begins slowly to rise, and is probably at its greatest height, and, in consequence, the Upper Shiré also in the month of March. The lake and the Upper Shiré begin to fall slowly in May and rapidly in June. The Lower Shiré also falls about the same time, perhaps a little later.

Undoubtedly, the River Shiré is less easily navigable than it used to be, even in quite recent years, or else the periods of heavy rainfall in South Central Africa follow cycles or intervals of years. There would appear to have been considerably deeper water in the Shiré during the days of Dr. Livingstone's explorations. To show what difference and deterioration in its navigability there have been of late years, I might quote the fact that in the month of August 1889 I ascended the River Shiré as far as Katunga's in the steam-ship "James Stevenson," drawing about 3 ft. 6 in. of water, and without experiencing any difficulty. Such an event seems incredible now. Two years afterwards, in 1891, the river gun-boats, drawing about 1 foot less water than the "James Stevenson," found it impossible to get up to Katunga's in June; and now it is considered that the Shiré above Chiromo can only be navigated by steamers drawing 2 feet of water in the months of January, February, March, and April. Formerly, when the "James Stevenson" first started on her career, that is to say, between 1885 and 1889, it was looked upon as a matter of course that she was to ascend the river to Katunga for at least nine months in the year. Now she would hardly risk herself above Chiromo before the end of January and after the end of March.

The next river in importance to the Shiré is the Luapula, or Upper Congo, which, under the name of the Chambezi, takes its rise in innumerable streams on the northern edge of the Nyasa-Tanganyika plateau. From information which I have received from natives, I am inclined to believe that the Chambezi, or Upper Luapula, is comparatively free from rapids and is navigable for canoes, and, in its lower course, for boats drawing about 2 feet of water, and would thus afford a waterway leading straight into Lake Bangweolo and out again into the Luapula, which, again, would be navigable for a little distance beyond the Lohombo. In its most southern reaches the navigation of the Luapula is stopped by the Mambirima Falls. As far as we can learn the navigability continues, interrupted by rapids or falls, until a point near latitude $10^{\circ} 30'$, where Mr. Sharpe discovered a series of rapids, acting as a complete bar to navigation, which he named the Johnston Falls. From these falls right into Lake Mweru there were no other obstacles in the river, which appears to be navigable for boats drawing considerable water. Lake Mweru is, of course, perfectly navigable even for big steamers throughout its whole length, but the Luapula, after it leaves Mweru, is again obstructed by rapids.

The Luangwa (sometimes known as the Aruangwa) River, which is one of the most considerable affluents of the Zambezi, is fairly navigable for canoes and rafts from below its junction with the Mapamanzi down to the Zambezi. In the dry season, however, navigation is stopped by a series of rapids situated at some distance north of the confluence of the Luangwa with the Lunsefwa, but I am informed by M. Carl Wiese that these rapids can be passed during the high river, and that the black Portuguese traders are in the habit of using the Luangwa River for about half its course as a means of transporting their ivory and other articles of trade down to the Zambezi, which they do by building rafts.*

About the navigability of the Kafue River we know almost nothing. As it flows through a very mountainous country, I should say it is probable that the river cannot be navigated even by canoes far above its confluence with the Zambezi.†

The Ruu, except in a few patches, is quite unnavigable. I am informed that the Bua River, which flows into the south-west of Lake Nyasa, can be navigated for some

* Mr. Sharpe contributes the following note regarding the navigability of the Luangwa: "This river is navigable for canoes or during the rains by a very shallow draught river-steamer from its junction with the Zambezi to a point 15 miles below the village of Chirakanga. Thence, upwards these follow some 30 miles of rapids. Above these, as far as Muliro's Town, boats or canoes can navigate the river down stream; but the current is very swift, and ascent is therefore very difficult. Navigability practically ceases at Muliro's."

† The Kafue, more often called "Kafukwe," is navigable by canoes for about 40 miles above its confluence with the Zambezi.—ALFRED SHARPE.

distance by canoes, and the same is said about the River Rukuru, which flows into the north-west part of the lake.

According to the accounts of Livingstone, a good many of the streams which flow into the north-eastern part of Bangweolo can be ascended for some distance in canoes. The River Lofu, which flows into the south end of Lake Tanganyika, has been ascended by myself for about 15 to 20 miles in a large boat. None of the other rivers in this part of Africa, so far as I am aware, afford any permanent navigability even for native canoes. I think it is hardly necessary to point out that none of these rivers can vie with the Congo or its great tributaries for facilities of navigation; on the other hand, so much of the Shiré and Zambezi as can be navigated does not offer greater difficulties than may be met with in the Niger and Benué, and perhaps has a less marked deficiency of water in the dry season.

Compared to other parts of Africa, I should say that this country was not in general very swampy. The principal marshes are those which are now rapidly drying up and ceasing to be marshes along the course of the Lower Shiré, at the end of the south-western gulf of Lake Nyasa and around Lake Chilwa, and, above all, in the vicinity of Lake Bangweolo. The country to the south of Lake Mweru also affords a curious parallel to Bangweolo, in that a huge swamp now takes the place of what was formerly a considerable southern extension of the lake.

The accompanying map, showing the rainfall, is intended to illustrate as correctly as possible (with existing information) the approximate amount of rain which falls over the area under description. It may be generally stated that the average rainfall over the eastern half of British Central Africa is about 50 inches. This implies a range from a small rainfall of 35 inches, or a little under, to perhaps as much as 75 inches, which amount may be attributed to one or two specially favoured spots in the high mountain regions. The small rainfall of 35 inches, or under, is only characteristic of a very small proportion of the area of British Central Africa, or, at any rate, of its eastern half.

So far as the observations of Mr. Crawshay extend in relation to the somewhat sterile districts stretching between Lake Mweru and Tanganyika, there is the nearest approach in that region to anything like desert which can be found in this part of Africa. There is also a dry and little-watered country in the vicinity of the Lower Shiré, and possibly along the northern bank of the Central Zambezi. In stating the rainfall of these less-favoured districts at 35 inches, or under, I am possibly slightly exaggerating the drought. I am mainly relying on statistics collected by the late Mr. Peile at Port Herald, on the Lower Shiré, and by Mr. Crawshay, at the north-east corner of Lake Mweru. The late Mr. Peile registered in the year 1893 about 35 inches at Port Herald. There is also a rainless patch at the south-eastern extremity of Lake Nyasa, in the vicinity of Fort Johnston. It is probable the rainfall here (judging by the record kept by Dr. Watson) does not exceed an average of 35 inches annually, though this dry patch is curiously circumscribed in extent. The lower slopes of Zomba may be taken as a very fair example of the average, which just receives a sufficiency of rain without excess. During the year 1893 the average rainfall at Zomba was a little under 40 inches, but 1893 was an exceptionally dry season. The rainfall for 1892 was an average of 42 inches, and the rainfall for the first two months of the present year (1894) already registers 28·7, giving, in all probability, a promise not far off 50 inches when the year's rainfall is summed up. In the Shiré highlands it may rain in any month of the year. During the year 1893, although a year of exceptional drought, there was not a single month in which some rain was not registered either at Zomba, Blantyre, or Mlanje. Most rains fall in the months of January, February, and March. These months contribute a little more than two-thirds of the total year's rainfall. During the year 1893 about 64 inches were registered at Mlanje, on the south-western slopes of the mountain. On the upper plateau of Mlanje about 75 inches of rain falls during the year. The average year's rainfall, however, on the lower slopes, is usually more than 64 inches, and may pretty safely be placed at 68, judging by the record kept for the year 1892, which, I believe, showed 72 inches. At Blantyre about 55 inches fall annually. The average rainfall for the Shiré highlands is about that amount, viz., 55 inches.

The region round the north end of Lake Nyasa receives an unusually heavy rainfall on account of the great height of the mountains. There would also appear to be a great deal of rain in the Lutshinga highlands to the west of the River Luangwa; so, at least, I am informed by M. Wiese.

The relatively rainless character of the districts along the Lower Shiré is, according to the remembrance of the natives, a feature of recent date. On the map there appear quite a number of streams on the western side of the Shiré, but these are almost all dry except in their upper courses. This rapidly-increasing drought has done a great deal to



EASTERN PART
OF
BRITISH CENTRAL AFRICA
RAINFALL AND RIVERS.

REFERENCES.

- Indicates a Rainfall of 35 inches and under, per annum.
- Indicates a Rainfall over 35 inches and under 45 inches.
- Indicates a Rainfall over 45 inches and under 60 inches.
- Indicates Rainfall of 60 inches to 75 inches.

A Red Line thus ——— following the course of Rivers or enclosing an area of Lakes, indicates the Limits of Navigability all the year round for vessels drawing 2 feet of water.

A dotted Red Line thus - - - - - indicates same thing during height of rainy season.



REFERENCES.

Unclaimed bush: low thin forest and grass: park-land interspersed with clumps of good timber. Stream-valleys usually well timbered.

Short grass: more or less cleared land: pasture: indicates that cattle are kept, and that there is no Tsetse fly.

Cultivated land: besides the special products printed in red, the cultivation includes the ordinary native food crops of maize, durra, beans, millet, cassava, ground-nuts, and sweet potatoes.

Dense forests, valuable timber.

depopulate the country. It is evident at one time that this was a well-watered country, because of the deep-stream valleys which have been scoured out by the torrents. Up to the present, I have not been able to find any obvious cause for this diminution of rain-supply unless it lies in the ravages of the bush-fires and the destruction of the forests. I think, however, it may be taken as a fact that the rainfall of South Central Africa is slowly decreasing, and that in past ages all this country was far more heavily forested than at present, and probably received a supply of rain scarcely inferior to that of West Africa. I still maintain that the chief cause of this deterioration lies in the bush-fires, which year by year widen their area of destruction, and are by degrees practically reducing the whole country to a prairie condition. This state of affairs can only be met by the wise control of a civilized Government, which by degrees will put a stop to the bush-fires and promote and protect the growth of trees.

Another of my sketch maps will show the agricultural condition of this country and the extent of such forests as yet remain. The dense forests are now mainly confined to certain hilly regions, where local circumstances protect them to some extent from destruction by bush-fires. They are always associated also with either an unusual rain-supply or the presence of under-ground springs. Slightly stagnant or surface water appears to contain too many salts in solution to be favourable to the growth of forest, and such forests as are usually found growing near swampy districts are palm thickets. There is one magnificent forest of raphia palms—one of the grandest sights I have ever seen in the vegetable world—near Jumbe's town, Kota-Kota, in the valley of a sluggish stream flowing into the Bua.

As a remarkable feature peculiar to British Central Africa should be noted the splendid cedar forests on the upper plateau of Mlanje. Until the explorations of Mr. Alexander Whyte, the naturalist attached to my Administration, it was not known that any conifer existed in Central Africa, south of Abyssinia, and north of the Drakensberg, with the exception of a few small juniper bushes discovered by Mr. Thomson growing on Mount Kenia, and one or two other heights in Equatorial Africa. The existence of conifers on the top of Mlanje was first reported by the Rev. Robert Clelland, a missionary belonging to the Church of Scotland Mission. Not much heed was given, however, to this news, because no specimens were sent home for identification. But, undoubtedly, Mr. Clelland's information put us on the scent, and one of the first things I attempted on arriving here in 1891 was to have the upper plateau of Mlanje explored. As a consequence, Mr. Whyte discovered the grand conifer, of the genus *Widdringtonia*, to which his name was given. A full account of this tree and the circumstances of finding it were given in an earlier Report of mine printed by the Foreign Office. This *Widdringtonia* would appear to be nearest allied to the cypresses, as it unquestionably is by the shape of its seed vessels, and the nature of its foliage; at the same time, it is widely different to the cypresses in shape and size, and far more resembles the cedar, both in appearance and in the fragrant smell of its timber.

It would seem now as though there were two different species of *Widdringtonia* growing on Mlanje, one a very lofty tree, reaching fully to 130 feet in height, and the other scarcely exceeding 30 or 40 feet, and growing in a very straggling habit. There is a slight difference in the foliage of the two species. We have not yet been able to get the dwarf species identified, but hope to do so before long. In regard to this *Widdringtonia*, I might mention that Mr. Whyte has spared no efforts to introduce, or, let us say, reintroduce, its growth into all parts of the Shiré highlands above 3,000 feet in altitude. The tree would appear to flourish at a relatively low altitude, inasmuch as those planted in the grounds at Zomba, below the Residency, at an altitude not exceeding 2,900 feet above the sea, leave nothing to be desired as regards their vigour of growth, some of the young seedlings having attained a height of 5 feet in two years. Mr. Sharpe believes that he has seen a *Widdringtonia* growing on one or two of the more inaccessible peaks of Zomba, and, judging from what I could see through a field-glass, I think he is right in his opinion. Nowhere else, however, throughout British Central Africa, or in the adjoining regions, has any one reported the existence of this conifer. Baron von Eltz has made an active search over the lofty Livingstonia Mountains, at the north end of the lake, but has failed to find anything of the kind.

As an example of the rapid application to practical usefulness to which we have put this discovery of Mr. Whyte's, I may mention that, whereas the definite existence of the tree was only first made known in October 1891, in June 1893, Captain Johnson, commanding the Indian troops at Mlanje, was having the dead trees sawn up into logs, which were being sold to advantage in Blantyre, and later on, in the autumn of 1893, enough cedar wood was supplied from Mlanje to re-roof the whole of the Residency and its attendant buildings at Zomba. Besides which a great many useful articles of furniture

have been made of the wood, which takes a beautiful polish, and is very pleasing to work with.

Although the woods found elsewhere than in those great forests seem to the passing traveller rather thin and scanty, they, nevertheless, furnish a great deal of useful and durable timber, though a good deal of the wood is terribly hard. Ebony of fairly good quality occurs in some abundance in the forests in North Nyasa, in parts of the Shiré Valley, and on and near the Luangwa. Probably two species of *Landolphia* (the *L. Owariensis* and *Kirkiu*) grow with widespread frequency in the vicinity of forests, and yield excellent india-rubber. There is a species of fig, or there are perhaps two species, which yield india-rubber, but not of a very good quality. These trees, however, are valuable in their splendid shade-giving properties, and, in consequence, are very favoured objects of cultivation with the Arabs.

The palms found in British Central Africa are the following: the wild date palm (*Phoenix spinosa*), the raphia (possibly a new species, but nearly allied to *Raphia hookeri*), the hyphœne or fan palm,* the palmyra (*Borassus flabelliformis*), the oil palm (*Elais guineensis*), and the cocoa-nut. The wild date, though somewhat slender and wavy in stem, is a very graceful looking palm, and grows most abundantly on the mountain sides up to an altitude of 5,000 feet, and along the beds of streams or rivers,—also in clumps in the middle of plains where there is moisture under ground. The fruit of the wild date is just edible, but only when a little over-ripe. Its outer covering then tastes very much like the cultivated date, though it is little more than a strip of sweet fibre. By far the most striking and beautiful palm, and one very characteristic of British Central Africa, is the raphia, which is found growing only in stream valleys. It is more abundantly met with in the regions about 2,000 to 3,000 feet in elevation, though there are also forests of it in swampy districts at a lower level. This palm and the hyphœne and *borassus* are the only ones likely at present to be of much commercial value. From the midribs of the enormous raphia fronds rafters, ladders, and “machilla” poles can be made, that is to say, that the “midrib” is not infrequently 30 to 40 feet in length, not diminishing much in thickness towards the end. It is extremely light, and yet very strong and durable. When living, this midrib is of a bright orange red in colour, and as the filaments of the fronds are a deep blue green, the spectacle of the raphia palm, growing luxuriantly with fronds perhaps 40 feet in length, is one of the most striking and beautiful objects I know of. The hyphœne palm is very useful as a source of building material. Its long, straight stem can be split readily into planks. For use in this way, the palms should be felled and let lie until the wood is thoroughly seasoned. Then these palm posts or planks will last unimpaired for a long period, and be quite impervious to the attacks of white ants. Inasmuch as they also resist rot from moisture, they are useful for forming posts and stakes in building piers, &c., into the water. The whole trunk of the palm when barked can be used, if preferred, as a single column, and really stately edifices can be erected in this way. The only difficulty is as regards transport, the palms being very heavy, and, consequently, only useful for building purposes in the vicinity of the forests where they grow. The hyphœne and *borassus* are rarely found growing above an altitude of 2,000 feet. The oil palm is found in one or two isolated patches at the north-west end of Lake Nyasa, and reappears more abundantly and growing in more luxuriance at the south and south-west end of Tanganyika, greatly increasing in number as one proceeds up the west coast of Tanganyika, and enters the region of the West African flora. The oil palm is also found to the south-east of Lake Mweru in Kazembe’s country, and at one or two spots round Bangweolo and on the Luapula. It is difficult to say whether this valuable palm has been introduced into those portions of British Central Africa by man, or whether its lingering existence there is a remnant of the primeval forest which once overspread all Africa. There is no reason why its cultivation should not be extended all over those parts of Nyasaland below an altitude of 4,000 feet, which are fairly well watered. The cocoa-nut palm is at present only met with where it has been introduced by the Arabs or the black Portuguese. The cocoa-nut grows not infrequently on the

* By most people this palm is styled the *borassus* (*B. Flabelliformis*). It certainly resembles the *borassus* in outward appearance, and differs from the usual idea of the hyphœne, which is that of a branched palm. Nevertheless, I have been able to satisfy myself by actual visual evidence that the *borassus* is found as well in British Central Africa. The difference between the genera lies in the shape and size of the fruit. The fruit of the *borassus* is of very large size, quite as big as a child’s head. The interior is very white and intensely hard, and forms the product known as “vegetable ivory.” The fruit of all the hyphœne palms, however, is no larger than a man’s fist, is the shape of a plum, and is covered with a sweetish reddish-brown integument, supposed to resemble gingerbread in taste. This fruit is greatly sought after by elephants. The branching hyphœne palm, which is so common in Eastern Africa, has never been met with in British Central Africa, yet it not infrequently occurs that the hyphœne palm found here gives rise to one embranchment occasionally, though it almost always appears as a single-stemmed palm of great height and very graceful appearance.—H. H. J.

banks of the Lower Shiré and Zambezi. From there it has been introduced by one of the Makololo Chiefs into his village on the Shiré above Chiromo, and there it grows, producing fruit abundantly. After this, it is not to be met with until Fort Johnston is reached on the Upper Shiré. Here we have planted the cocoa-nut from nuts given to us by Jumbe, the Sultan of Marimba, on Lake Nyasa. Jumbe has been the chief introducer of the cocoa-nut into Nyasaland. He has planted this palm in several places in his main town, Kota-Kota. Nuts are abundantly produced by trees which cannot be more than five or six years old. Although it is popularly supposed that the cocoa-nut will not grow far from the sea-shore, I myself believe it can be planted anywhere along river banks, or near great sheets of water like Lake Nyasa.

One of the most useful vegetable products in this country is the bamboo, of which there are at least two species, one only found on the very high mountains, and of quite a dwarf variety of no account in commerce; the other also growing on the mountains, but at a lower level, being almost, if not quite, identical with the common Indian species, though it is found in the two forms known as the "male" and "female" bamboo. That these two terms indicate any real difference of sex I scarcely think. I am not aware at the time of writing whether the bamboo is monœcious or diœcious. As is well known, it very rarely, if ever, flowers and seeds, but propagates itself by offshoots. The stems of the male bamboo are of smaller girth, and are practically solid throughout. The female bamboo, which is much sought after, is of very large girth, perhaps 3 to 4 inches, and is hollow, so that it is very useful for making rough water pipes. Strange to say, the natives of Africa make absolutely no use of the bamboo in the hundred ways in which it is employed by the natives of Eastern Asia. They only use it for building purposes, either employing the whole bamboo as a rafter, or splitting it to make it into laths. The bamboo is scarcely ever met with below 3,000 feet in altitude, and the large species does not grow much above 5,000 feet; but inasmuch as such a large proportion of the land in British Central Africa lies between these two altitudes, it may be said that the bamboo is distributed with fair abundance throughout this territory—a very fortunate thing, as it is extraordinarily useful.

In all the marshy places of an altitude not much exceeding 2,000 feet, the beautiful papyrus rush is abundantly met with. This ought to be preserved and cultivated for its æsthetic appearance alone. There is no reason whatever why a strong and useful paper should not be made out of its pith, as was done, I need hardly mention, by the ancient Egyptians.*

The reeds and rushes of Central Africa are more often than not looked upon as a curse. Some of them have intolerable barbed seeds, with needle points, which endeavour to insert themselves into the flesh. Others have leaves with serrated edges, cutting like so many razors, or else leaves with sharp spear points that prick and stab. Nevertheless, not a few of these reeds are of great use commercially. From one species, which is scientifically known as *phragmitis* (the common "bango" of Central Africa, a reed not unlike the pampas grass, with a magnificent white plume-like blossom), though possessing the spear-pointed leaves I have alluded to, when dried can be made into the most durable matting, which is practically indestructible and which is almost fire-proof. The other grasses alluded to are valuable, when dry, for thatch. There are, however, very few native fodder grasses growing on the lower levels, but on the heights above 5,000 feet there is excellent feeding for cattle, and the grasses at this altitude, though somewhat wiry and growing in tufts, yet often recall in appearance the grass of English meadows.

Amongst some seeds which Messrs. Buchanan Brothers imported from Ceylon came the seeds of the "düb" grass, which is so much cultivated in India and Ceylon. This düb grass spread in little patches on Mr. Buchanan's estate at Zomba. It was observed here by Mr. Whyte, who had met with it in Ceylon. He was at once aware of the importance of his discovery, and with the permission of Mr. Buchanan he planted this grass widely over the Residency grounds, with the result that in a few months we were endowed with beautiful lawns of a grass growing very closely, and growing no higher than English lawn grass. Mr. Whyte has now sought to spread the cultivation of this grass all over the Shiré highlands by collecting the seed of it. When once this düb grass takes hold of the ground it almost excludes all other grasses and weeds, and at the same time affords the

* The Egyptians made papyrus paper by placing strips of the pith or bark together, slightly overlapping each other; over this was laid a second series in a transverse direction, overlapping each other in the same way, and the whole pressed down or placed under a weight. The ancient Egyptians believed the water of the Nile had the power of gluing these strips together, but this was merely owing to the fact that the pith contained a great deal of saccharine matter, as is the case with so many reeds, rushes, and grasses. The dissolving of this saccharine element by water enabled the Egyptians to stick the strips of papyrus together.—H. H. J.

very best pasturage. It makes good tennis lawns because of its springiness, and with very little attention remains green all the year round.

Fruits.

There are a great many native fruits which can be eaten in moderation without danger of their disagreeing with you. This is the best that can be said about them; as objects of really agreeable consumption to Europeans they are absolutely not worth mentioning. However, on the higher mountains, at altitudes above 3,000 feet, two species of bramble grow with some luxuriance, and their black or yellow berries are as nice as English blackberries. It may possibly be remembered in connection with my Report on the Kilimanjaro expedition that on Kilimanjaro I was able to make blackberries a staple article of diet.

The pine-apple has been introduced into this part of Central Africa from the Portuguese coast-line, and grows to great advantage. Unfortunately, efforts made to introduce the mango have not proved equally successful,* though it grows without difficulty in the Shiré Valley. On first arriving here I found that the only places where the orange family had been introduced were Mlanje (where orange and lemon trees had been planted a great many years ago by some unknown benefactor); Blantyre, where the orange, lime, and lemon had been introduced with some success by the African Lakes Company and the Church of Scotland Mission; Zomba, where the like benefit had been conferred by Buchanan Brothers; various Arab Settlements on Lake Nyasa, where the lime was planted; Bandawe, the main station of the Livingstonia Mission, where oranges and limes were growing; and certain Arab Settlements on the south coast of Lake Tanganyika, where the lime was found flourishing. The most interesting discovery of all was perhaps the Mlanje orange tree, which seems to be almost a local variety, and is evidently descended from trees planted at least sixty or seventy years ago. The natives, I found, quite despised and neglected the fruit of the orange, and as often as not cut an orange tree down to clear the ground for a plantation. In their eagerness to make a few pence by the sale of the fruit, some of the earlier European settlers treated these trees unmercifully. I found that the majority of them were growing on Crown land, so I at once took them under protection, and forbade the trees being injured in any way by the fruit being gathered by other than the recognized agents of the Administration, who should take precautions that in plucking the fruit the branches were not injured. We have planted the Mlanje orange at Zomba, and trust to obtain good results. In all the more hilly regions of British Central Africa, especially in the vicinity of lakes (for the orange likes the moist air which comes off a large sheet of water), all the members of the orange family should flourish abundantly.

The vine, so far as experiments have yet been made, is a failure. An utter failure, also, are all stone fruits, such as peaches, apricots, plums, &c. Apple trees grow very well at Zomba and Blantyre, but produce unsatisfactory results.† At one time I was inclined to pronounce the fig a failure also, but this last year the fig trees at Zomba have taken heart of grace and produced some very large crops of excellent figs, so that I hope this tree may become acclimatized. Gwavas succeed very well. Strawberries may be pronounced a distinct success, though at present experiments have only been made with the small Cape strawberry. This, however, if given the most elementary attention in the way of weeding and manuring, will produce fruit almost continuously from June till December.

It is remarkable how well all forms of the potato family flourish in Central Africa. The potato itself may be pronounced one of the distinct successes of cultivation in the Shiré highlands. Tobacco does very well; tomatoes, the Cape gooseberry, and all those members of the *Solanaceæ* which are cultivated for their flowers, such as petunias and the fragrant nicotiana, may be said to have found a new home in the Shiré highlands.

Nearly all European vegetables produce satisfactory results. About the only marked exception is celery, which should, however, do very well on the high mountains where it can get a touch of frost. Some of the melon family are liable to feel the dampness of the climate too much, and had better be cultivated in the less rainy, hotter plains. In most districts wheat, oats, and barley grow well, but the most successful form of wheat is that which we have recently obtained from Tanganyika, where it was introduced by the Arabs. The Tanganyika wheat is a rather dwarf, full-eared variety, undoubtedly of Indian origin. A rather degenerate form of wheat, a red wheat, is grown somewhat abundantly on the Zambezi between Zumbo and Tete by the black Portuguese. Rice of the very

* There are some flourishing mango trees at Blantyre.

† Perhaps this statement should be modified. The apple trees in the gardens of the Church of Scotland Mission at Blantyre produce excellent fruit.

finest quality, introduced by the Arabs, grows well on Lake Nyasa and on the Upper Shiré. The rice cultivated on the Lower Shiré and on the Zambezi is an inferior red variety of only half the value of the remarkably good rice which comes from Lake Nyasa. There is no reason why the shores of Lake Nyasa should not produce rice enough to feed the whole world. At present, rice cultivation is confined to a few patches more or less connected with the Arab Settlements.

A portion of British Central Africa has come into prominence lately from the introduction and cultivation of coffee. Undoubtedly, the fact may now be regarded as proved that the greater part of British Central Africa is admirably adapted by soil and climate to the cultivation of coffee, which indeed might very well become universal, for while the ordinary form of coffee does not flourish well below an altitude of 1,800 feet, the large Liberian coffee prospers only at lower altitudes in the hot plains. It would almost seem as though the welfare of this Protectorate will be first founded on its coffee plantations, and the fact should be recorded for all time that this great boon is owed to the energy and enterprise of Mr. John Buchanan, C.M.G. Mr. Buchanan first came to Central Africa as a horticulturist attached to the Church of Scotland Mission. He brought with him a small coffee plant from the Edinburgh Botanical Gardens. This was carefully planted at the Blantyre Mission, where, I think I am right in saying, it still lives. The berries of this plant have started the coffee plantations of the Shiré highlands. There are now planted probably 2,000,000 trees in the Shiré province, and the export of coffee has risen from about 5 tons in 1889 to about 45 tons in 1893; though it is now likely to increase by leaps and bounds, inasmuch as in the next two or three years some 1,500,000 coffee trees will come into bearing.

There are yet some difficulties to be overcome, however, before coffee planting can be pronounced a success, I mean a greater success than elsewhere. Our favourable conditions are the suitable climate, the just-sufficient rain supply, the enormous extent of virgin soil, and the relative abundance and cheapness of native labour. On the other hand, the coffee tree does not grow in Central Africa quite as it should, and as it grows in Ceylon, and, I believe, in the Brazils. In these latter countries the lower horizontal branches of the tree (which are those only that produce the berries), after yielding their first crop at maturity, give rise to secondary branches which bear the succeeding year, and which again give rise to other bearing branches: thus, the tree keeps on for a number of years continually furnishing a moderate quantity of berries. In Central Africa, on the other hand, the tree in its first maturity produces an enormous crop of berries on the horizontal branches, but these, so far as is yet known, give rise to no secondary branches. After this first crop the horizontal branches die off, the tree goes on increasing in height, but bears very little more. So that it may not uselessly encumber the soil it is then cut down, but a period of at least two years then ensues before new shoots come up from the roots which again bear coffee. If, by some experiment in manuring or pruning, the coffee tree in Central Africa could be induced to give rise to secondary branches as it does in Ceylon and elsewhere, then coffee planting would become twice as profitable.

Up to the present no sign has manifested itself of the dreaded coffee disease which ruined the coffee plantations in Ceylon. There is, however, a malady known as "empty berry" which occasionally makes its appearance, the name of which is sufficiently explanatory. The causes of this are not very clear, but are probably due to poor soil or small depth of soil, the roots soon coming in contact with the underlying rock. Fortunately, this complaint is not widely met with.

Cotton of a good quality is cultivated by the natives throughout British Central Africa in rather widely separated patches. Its cultivation was once probably almost universal, and an excellent strong native cloth was made from it. The introduction of European calico has practically killed the native manufactures, and the cultivation of cotton is now almost abandoned. Curiously enough, the native-manufactured cotton cloth is far superior to the European introduction, and the pattern occasionally woven a hundred degrees higher in taste than the Manchester criterion.

In the Lower Shiré Valley and along the Ruu, also at the north end of Nyasa and to some extent on the Upper Shiré, oil seeds are cultivated. These are a kind of *sesamum*, not really a grass at all, but a genus of flowering plants of the family *Pedaliaceae*, usually classed amongst the grains, because it was found more convenient to notice it there. This product is called "gingelim" by the Portuguese, and figures largely in the exports of Mozambique. Oil could also be furnished in abundance by a tree which, I think, is a species of *Vitex*, and which grows abundantly at the north end of Lake Nyasa.

The chief staples of native food supply are maize (which, of course, was introduced originally from the Portuguese coast lands, and possibly also found its way overland from Portuguese West Africa), durrha (*Holcus sorghum*), locally called "Mapira," a *pennisetum*

and *panicum* (ordinarily known as millet), and the *sesamum* grains already alluded to as containing oil; also sweet potatoes (the tubers of a kind of *convolvulus*), pumpkins, and three or four kinds of peas and beans, and the small pulse known in India as "dhal." Ground-nuts are cultivated in some districts, and might be grown everywhere. I have also heard of the *Voandzeia* (sometimes known as the Madagascar ground-nut) being occasionally met with. This product is much cultivated in Portuguese West Africa, and may have thus found its way across from the west coast, or it may have been introduced by the Arabs from Madagascar. The *Voandzeia* is like a very large ground-nut, and extremely farinaceous and nourishing, though rather rich. The sugar-cane is grown in most of the river valleys and along the shores of the lakes. Besides the actual sugar-cane (*Saccharum officinarum*), sugar can be extracted from a species or variety of *Holcus*, a kind of durra grain.* The natives have not the least idea of making sugar. They only chew the sugar-cane for the sake of its sweet juice. So far as I know, they do not make the juice of the sugar-cane into an intoxicating beverage by fermentation, as is done in most parts of West Africa. Messrs. Buchanan Brothers set up some years ago a sugar mill at Zomba, and have from time to time manufactured small quantities of sugar, which has been readily sold at 4*d.* a pound. The sugar they make is very good. The climate of Zomba, however, is not suited to the cultivation of the sugar-cane. It is too chilly. Messrs. Buchanan have, therefore, recently applied for a grant of land on the Upper Shiré where the sugar-cane grows in extraordinary luxuriance, in order that they may turn their attention seriously to the local manufacture of sugar.

The plaintain is almost universally cultivated. I have, however, only met with the smaller, sweeter form, to which the name banana is properly applied, in the vicinity of some of the Arab Settlements. Although plantains grow so abundantly, the natives of British Central Africa appear to me to rather despise the fruit as an article of food. I have never heard of their making banana flour, as is done on parts of the Congo and in the districts around the Albert and Victoria Nyanza.

The papaw (*Carica papaya*), which is a native of South America, has been introduced into the Zomba gardens by Mr. Whyte, though it was found here and there growing both in the European and Arab Settlements. At Zomba the tree has thriven with remarkable luxuriance, and has produced fruit of an exceptional size and good flavour; so much so, that, whereas in other parts of the world the papaw fruit may be neglected as a somewhat insipid production, it is here well worth eating, and has the flavour of a good melon. When unripe the fruit makes an excellent vegetable, like a vegetable-marrow.

Briefly summed up, it may be said that the extensive range of temperature over this part of Africa permits of the cultivation, even in close proximity, of almost all the products of the temperate, sub-tropical, and tropical regions. Only those trees and vegetables deteriorate which really require for their well-being the sharp pinch of a northern winter, which, by suspending the growth of the tree, enables it to store up exceptional energy for spring-time. To some extent the dry season takes the place of this winter, but most of the European fruit trees fail to drop their leaves; consequently, their show of blossom at the commencement of the warm season is poor, and the blossom often fails to form fruit.

It might be mentioned in this review of the botanical resources of British Central Africa that the country is endowed with a great variety of beautiful wild flowers and striking and handsome trees. It would be wearisome to prove this by the enumeration of a long list of botanical names; but holding this in the background as a proof of my assertion, I venture to state that few parts of the world can boast of more gorgeous displays of colour in its flowering trees and plants than South Central Africa. In the mountain districts, there appear to be wild flowers of some kind or another in bloom all through the year. In the plains, however, the rich display of blossoming trees and plants is only evident at the commencement and at the end of the rainy season. In all the hilly country above 3,000 feet in altitude, tree ferns may be seen growing. Even the very marshes are beautiful with plume-headed reeds, with the delicate filaments of the papyrus and the blue flowers of the lotus.

Minerals.

As regards minerals. The country is known to be rich in iron ore, the iron being constantly smelted and worked by the natives. Coal is present on the north-west shore of Lake Nyasa. It has not as yet been discovered elsewhere. This discovery of coal

* This is apparently the Chinese sugar-cane, known as *Sorghum saccharatum*, or *Holcus saccharatum*.—H. H. J.

dates as far back as the first explorations of the Scotch missionaries on the lake, though I believe Dr. (now Sir John) Kirk is the actual discoverer. Dr. Laws, of the Livingstonia Mission, has burned Nyasa coal on the little steamer "Ilala," which still plies on the lake. He tells me, however, that the coal he procured was too much mixed with shale to be really good. Gold is known to be present in the mountainous region along our south-west border, and also in Jumbé's country of Marimba, on the south-west coast of Lake Nyasa. It is said to be also present in the Luangwa Valley. Up to the time of writing its presence has not been reported from any other part of British Central Africa.

It is said by the natives and Arabs that copper is found to a considerable extent in the mountainous country between Lake Bangweolo and the east bank of the Luapula. Its existence is also reported in the hilly region which gives rise to the Kafue. The extraordinary abundance of copper in Katanga is well known. Copper ingots from that district find their way all over Central Africa. Graphite exists in small quantities in the hills to the west of the Lower Shiré. Garnets are found in the stream valleys of Mlanje. This very meagre enumeration represents all that we as yet know about the mineral wealth of British Central Africa; but, inasmuch as the auriferous nature of the Transvaal was practically ignored for sixty years after it had been explored and dwelt in by Europeans, there is some chance yet for the districts north of the Zambezi being proved to be wealthier than is supposed.

Fauna.

This country possesses a very rich fauna, and it is one of the finest hunting grounds in the world. From a commercial point of view, the most valuable animal is the elephant. Ivory is our chief export. During the year 1893 about 19·12 tons* of ivory were exported from British Central Africa, of the approximate value of 18,252*l*.† This estimate, however, does not represent much more than half the actual amount of ivory obtained from and sent out of the country, as the Arab traders, who manage to elude our Custom-houses to a great extent, export annually a great many tons of ivory. The principal districts from which ivory is obtained are the Central Luangwa Valley, where elephants are said to be amazingly abundant; the regions to the north and west of Lake Bangweolo, and the marshes to the south of Lake Mweru. The plateau region south of Lake Tanganyika, and much of the country along the west coast of Lake Nyasa, also abound with elephants. The elephant is, however, found all over British Central Africa, though his visits to such regions as are settled by Europeans are only occasional. Nevertheless, during the last three years elephants have passed within a few miles of the Residency at Zomba. An elephant with fairly large tusks was killed near Chiromo by Commander Keane, R.N. (who was good enough to present the skull to the British Museum), and elephants have been killed not far from Blantyre and on the Upper Shiré. It is stated that elephants are present in some abundance to the east of Lake Nyasa, and also on Portuguese territory south of the Ruó. I have given a good deal of consideration to the question of whether the elephant is likely to become soon extinct, or whether it is possible that a moderate trade in ivory and the continued existence of the elephant are compatible. I have come to the conclusion that, provided the Brussels Act is enforced, and guns and gunpowder kept from the natives, especially from the Arabs, and Europeans only are allowed to shoot elephants by taking out a licence, the elephant is likely to exist with us for all time, and yet to supply a sufficiency of ivory for the trade. The fact is, we should leave the bulk of the elephant killing to those natives who kill the elephant by trap and spear. They do not perpetrate anything like the same destruction as the natives armed with guns, who indiscriminately shoot every elephant they come across. On the contrary, the natives who use only the spear naturally select bull elephants with good ivory, as it is almost as dangerous to attack a cow with small tusks, or with none at all, as to attack the biggest bull elephant. For the same reason, they do not kill the young elephants. As regards traps and pitfalls, they do not ensnare many beasts after all, and are generally so constructed that a young elephant might succeed in passing where a large and heavy beast would fall in. There are, further, certain marshy districts of vast extent, such as those which surround the south end of Lake Mweru, where the elephant would appear to have found a naturally guarded preserve—a refuge where only the white man would have the energy and resources to follow him. To these preserves there is no doubt the female elephant retires at the time when it is giving birth to its young. Consequently, if the white hunter is kept under control, and gunpowder is kept from the natives, there may be some chance of the elephant's existence being prolonged indefinitely. I think, however,

* 19 tons 2 cwt. 61 lbs.

† Reckoned at an average value of 8*s*. 6*d*. per lb.

some improvement in our existing regulations might be made in increasing their stringency, and making it almost a penal matter to shoot the cow elephant or the young elephant with tusks under a certain weight and size, as the slaughter of these beasts is simply wanton destruction, for their commercial value bears no proportion to the risk and trouble involved in killing them. As to whether the African elephant could be tamed, it is a question on which I hesitate to pronounce an opinion. Not infrequently young elephants are caught and given to Europeans; but they invariably die, because it is not a country where the milk supply is abundant, and it is usually impossible to procure enough milk to rear young elephants. Even, however, if he were reared to maturity, I think the disposition of the African elephant is too capricious and naturally savage to constitute him in any way a reliable beast of burden.

The rhinoceros is found pretty well all over British Central Africa, though nowhere in such large numbers as was the case in East Africa before the advent of British sportsmen. Rhinoceros horns are articles of export, and produce a small revenue. It is questionable whether it is worth while allowing this interesting beast to be killed for the sake of the horn, which is an article of adventitious value.

On the other hand, I would not only sanction but encourage the absolute destruction of the hippopotamus, which is, perhaps, a greater pest than any mammal found in Africa. He is extremely dangerous in all the rivers to boats and canoes, and I can personally testify that he frequently attacks without the least excuse, that is to say, without any provocation having been offered him. He commits intolerable ravages amongst the natives' crops, or on such European plantations as are near the river banks. As a commercial item, his tusks are moderately valuable and his hide very valuable. Although I would advocate the extermination of the hippopotamus, I know that in pronouncing this sentence it is much less easily accomplished than the extinction of the elephant, for there are many parts of the country where the hippopotamus, like the elephant, finds natural preserves into which it is almost impossible to follow him, and as the hippopotamus breeds at a quicker rate than the elephant, he is able to keep pace with the attacks which are made on him.

The giraffe is only found in one part of Central Africa, so far as my information goes, and that is in the central valley of the Luangwa, where he undoubtedly exists, and where I should certainly like to preserve his existence when we obtain sufficient control over the country to forbid his extinction, and to see that our prohibition is carried into effect. Nearly all the well-known antelopes are found here in extraordinary abundance, and seem scarcely to diminish in numbers, in spite of the constant shooting which goes on. One exception, however, must be made to this statement, and that is the gnu—the gnu seems to diminish rapidly before the ravages of European and native sportsmen, and in places where he was once abundant is no longer to be met with. Lions and leopards are fairly common, the latter being the great nuisance of all European settlers, and much detested by the natives. Since we settled at Zomba, I am really unable to say how many leopards have been killed by guns and traps—something bordering on twenty. The only species of jackal which I am aware of having met with in this part of Africa is the side-striped jackal, which, when mature, has a broad patch of rich chestnut brown down the middle of its back.

Seeing the extraordinary abundance of big game (it is almost impossible to exaggerate the number of buffaloes and zebras which are found here in mountains and plains alike), it would almost seem that one might look in the future to an important article of export in hides. A gentleman recently visiting this country for commercial purposes informs me that he has already commenced to make contracts for the export of hides, and that such as he has already exported from the Lower Shire obtained a remarkably good price in the European market.

Horses and Cattle.

Let us now consider the very important question of horses and cattle, and the possibilities of stock-rearing. Perhaps the greatest curse which nature has laid on this and other parts of South Central Africa is the existence of the tsetse fly. Were it not for this the value of the country would be centupled. In the first place, the difficulties of colonization would be solved, and also the difficulties of that conquest which must, sooner or later, take place if the slave-raiding tribes are to be kept under control. At present it is only over small and widely-separated patches that horses and cattle can be kept free from the attacks of the tsetse fly. For instance, there is no tsetse fly on the road from Katunga to Zomba, a distance of over 60 miles. The convenience of this may be estimated from the fact that I can ride from Katunga to Zomba with a change of



REFERENCES.

- Land below 3000 feet in altitude.

- Land between 3000 feet and 6000 feet in altitude.

- Land above 6000 feet in altitude.

- Fresh water.

- Salt water.

horses in two days, whereas it would take me three days' hard and very uncomfortable travelling to perform this journey in a machilla.* On the other hand, I cannot ride over to Mlanje, which is only some 40 miles distant, because there is a belt of tsetse-haunted country in between. Neither can I ride the short distance of 21 miles to the Upper Shiré for the same reason. Were it not for this, we could keep the whole Shiré province under control by a small troop of fifty mounted police. Nevertheless, we may be thankful that when proper precautions are taken it is quite possible, and not even very difficult, to introduce horses into the Shiré highlands. The tsetse fly appears never to go near the edge of a river or to fly over a river. Consequently, when horses and cattle are being brought up in steamers they are not attacked by the tsetse as long as they do not leave the river; and, inasmuch as the piece of shore between Katunga and Chikwawa is free from tsetse, we are able to land horses there and send them up into the highlands, where the fly is absent. By taking the horses down at night through the fly-belt between Zomba and the Upper Shiré to Mpimbi and embarking the beasts at once, they could also be got up to Lake Nyasa without being bitten. There is a considerable area round Fort Johnston and the south end of Lake Nyasa where there is no tsetse fly, and nearly all the country along the eastern shore of the lake is without this pest. On the contrary, the tsetse occurs in patches along the west coast, but is quite absent from the north end of the lake. The southern shore of Lake Tanganyika is infested with the fly, which kills even dogs, goats, and donkeys; the two latter beasts generally escaping. Yet over almost the whole of the region coloured brown on my sketch map† the tsetse fly is absent. It is scarcely ever found above 3,000 feet. The Luangwa Valley, on the other hand, is full of tsetse, so are certain portions of the Zambezi banks.

There is one hope as regards the extermination of this fly, and that is, that it always dislikes the presence of human beings and avoids human settlements. It also seems to depend for its existence on large herds of game. Therefore, by the increased settlement and population of the country and the reducing the herds of wild animals, we may hope in time to exterminate the tsetse to the same extent as it has by the past action of man been got rid of throughout the Soudan, where one never hears of it, and likewise in the regions of the Niger. It would be very interesting if the authorities at the British Museum would compile for use, from the information they possess, a map showing the distribution of the tsetse fly in Africa; I mean of course of that species of *glossina*, the bite of which is fatal to horses, cattle, and dogs. There are other species of *glossina* whose bite is apparently innocuous. There is yet another bar to the successful keeping of horses, and that is the well-known lung disease, or horse sickness. This, however, may be largely guarded against by taking great care of the animals, and preventing their catching cold. Further care must also be used to see that the horses and cattle do not eat certain poisonous lilies and other plants which spring up at the commencement of the rainy season. Broadly speaking, horses and cattle may be allowed to graze without more supervision than is necessary to ward off the attacks of lions and leopards on all the high plateaux above 5,000 feet in altitude, because in these districts they seem, firstly, to become inured to chills, and, secondly, the poisonous plants referred to do not grow.

Cattle Disease.

The year 1893 has seen considerable losses occurring among the native herds of cattle in British Central Africa, owing to the spread of that curious form of lung disease which began in the country south of Abyssinia early in 1893, and which gradually crept down, developing a peculiar virulence, until it reached the north end of Lake Nyasa; thence, as it progressed southwards, its deadly nature seems to have become attenuated, and it now seems to have died out. Not only did this disease kill the domestic cattle, but it destroyed myriads of buffaloes, antelopes, and zebras, in some districts actually wiping out the big game, the bodies of which lay strewn all over the plains in parts, and would have caused a pestilence by the stench they produced had it not been that the districts were uninhabited. This curious fact is attested by Mr. Sharpe's observations, and by those of Mr. Crawshaw, Baron von Eltz, and other travellers. Still, putting aside these occasional epidemics or endemic sicknesses, cattle do very well in such parts of South Central Africa which are free from the tsetse fly, and which are provided with good pasture. I need not enumerate these districts, because I have specially indicated them on my agricultural map, in which it will be seen at a glance where cattle can safely be kept.

* A hammock carried by native porters.—H. H. J.

† The Orography of British Central Africa.

I think I am able to say, from observations extending now over nearly five years, that the conditions attending the safe keeping of cattle and horses have distinctly improved in the Shiré highlands. This no doubt arises from the fact that Europeans now realize that these beasts are valuable, and should be treated with great care. The first horses introduced by the Administration died at a terrible rate at Chiromo because they were not properly cared for, in ignorance of their peculiar requirements in this climate. The second introduction of horses, which took place in 1892, was wholly successful, and I can scarcely over-estimate the benefit we have derived from the constant and agreeable riding exercise permitted to us by the keeping of horses. I introduced, amongst others, a stallion and a mare of the Basuto breed, hoping to start the breeding of horses. A little elementary care has been sufficient to keep all the horses belonging to us in good health.

The domestic animal most in favour with the natives is the goat, and, indeed, when rewards and recognitions of merit come to be instituted in the days of our future prosperity, a gold medal should be presented to the African goat for its admirable qualities. This creature, which is small and plump, is curiously tame. It is most intelligent, and gives no trouble. The females, though they do not give a large supply of milk, will keep up the supply for five or six months, and will immediately renew it a few weeks afterwards by the birth of another kid. The milk they give is unusually rich and good. The charm of an African goat lies in its general complaisance. These little creatures will accompany a caravan travelling hundreds of miles, and keep up with the march without compulsion, and are always ready to part with their little stock of milk. Their flesh also is palatable, and almost as good as mutton.

The African sheep is usually a modification of the Asiatic fat-tailed variety. It is hairy, of course. Another variety of sheep occasionally seen in the northern and north-western parts of our territory, but which is mainly peculiar to Western Africa, is the sheep without a fat tail, and with a very long mane down the throat and chest in the male. The mutton given by these sheep is on the whole good, and, indeed, if a little trouble is taken to feed them, there is not much to choose between their flesh and that of English sheep.

I have recently tried to introduce Merino sheep at Zomba, and so far they have done very well.

The native dog is simply a pariah, and is of little use, but in some districts the natives train it to hunt. It has one negative good quality, in that it does not or cannot bark. European dogs do not thrive in Central Africa, and become a nuisance on account of the enormous number of fleas that they breed. I have introduced some dachshunds, who have bred, and who seem to thrive very well, but, although they were good ratters when they first came to me, the African climate seems to have tamed them, and they now caress the rats if they approach too closely. That, indeed, seems to be the general effect of the African climate on European beasts and birds; them seem to lose energy and virility.

I succeeded in getting nine European fowls up to Zomba, but they have not been a very great success. All their chickens, though produced in great numbers, seemed to be weak, and very few lived to reach maturity. On the other hand, the eggs they lay are a great boon, especially in times of sickness. Muscovy ducks do very well. European geese do not suffer in apparent health, but cease to breed. Turkeys are moderately successful. This is the native country of guinea-fowl, and they can be obtained in large numbers during certain seasons of the year, as the natives catch them before they are able to fly. They can be readily tamed, and perhaps it is not sufficiently known what admirable "gardeners" they are, spending all the day-time in hunting for grubs amongst the vegetables and flowers.

It may be interesting to mention that European pigeons thrive remarkably well. Before we came to this country they had been already introduced by the Arabs from the coast-lands; also by the Portuguese.

It is to be hoped that the attention of Europeans in the future may be given to the domestication of the zebra, a feat which has been accomplished much more widely in Cape Colony than is generally known at home. There is no reason also, other than the difficulty of rearing the young without a good supply of milk, why the buffalo should not be caught young, and tamed and trained to do work like the Indian buffalo. Neither would there be much difficulty in domesticating certain of the more useful forms of antelope, especially the bush buck, which provides the very best meat to be obtained in all Africa, a meat comparable to good Southdown mutton. At Zomba we have made some attempts to rear young bush bucks and other antelopes, not without success. Such as we have reared have become as tame as our goats and sheep. The only difficulty in rearing them lies in the absence of a good supply of milk.

There is no reason, again, why some of the species of wild geese and ducks from the

lakes and rivers should not be domesticated, as indeed is the case with the Portuguese on the Zambezi, who have to a certain extent domesticated the Egyptian goose and the Spurwing goose. As a most beautiful bird, and one most readily tamed, I might cite the Crown crane, perhaps ranking with the swan and peacock in beauty of form and plumage. This bird is, I am informed, semi-domesticated in the Transvaal. I have tame ones at Zomba.

The ostrich is nowhere found in British Central Africa. I think the climate would be too moist for it to thrive unless it was kept in some of the drier districts between Mweru and Tanganyika, or at the south end of Lake Nyasa.

Perhaps it may not be uninteresting to mention that the only pleasurable side of my life here during the last three years has been in the formation of large aviaries and zoological gardens. There is a very interesting aviary at Zomba where we keep birds of different kinds, and most of the geese, ducks, and smaller birds of interest. Mr. Nicoll, at Fort Johnston, has created an aviary which is really remarkable. He has inclosed a large amount of ground with wire-netting and native matting. The pillars on which this structure rests are lofty palm-stems. The area inclosed is nearly half-an-acre, and contains two small pieces of water. Within this space may be seen an extraordinary variety of birds of all descriptions, and the whole collection would be an object of note even in the Zoological Gardens in London. Considering that one can get these creatures for almost nothing, and that the construction of these elaborate aviaries at Fort Johnston and Zomba cost 25*l.* and 37*l.* respectively only, I wonder that more Europeans have not enlivened their dull existence out here by this cheap pleasure.

Insects.

One of the first questions I should put to a man relating to his experience of a tropical country that I had not visited would be, "What are your peculiar insect pests?" In the growing discontent which civilized man evinces towards the scheme of creation, I marvel that up to the present there has been no general protest against the existence of the whole insect tribe. Throughout the whole world insects are a pest, more or less, not even the feeble services rendered by the bee in making honey or wax, or the cochineal aphid in producing a dye which is somewhat fleeting, can excuse the enormous amount of injury and discomfort inflicted on our race by the insects. Usually, the more tropical a country is the more numerous are its insect pests. To a certain extent we may congratulate ourselves that, for a tropical country, South Central Africa is not very much afflicted. In the low-lying regions, the white ant is occasionally very destructive to buildings. But, after all, one can circumvent him by building in iron and brick, which substances he has not yet accustomed himself to consume. In sandy plains the white ant is not met with, nor does he afflict humanity in altitudes above 4,000 feet. A few weeks ago and I should have congratulated ourselves on immunity from locusts, but for the first time, so far as the records of white men go, British Central Africa has been ravaged in many districts by a horde of locusts, who appear to have originated in the barren country between Mweru and Tanganyika.* I should imagine that possibly the unusually dry year of 1893 favoured their descent on this country; otherwise I should think that our climate was, as a rule, too wet for that particular species of locust which ravages the semi-desert regions of the sub-tropical zones. At any rate, this flight of locusts has not penetrated to any extent into the hilly region. An increasing pest is the "jigger" or boring flea (*Sarcopsyllus penetrans*). This insect is a native of tropical America, but was introduced into Angola from Brazil about 40 years ago. By slow degrees it has crossed Africa, until at last, in the years 1893-94, the districts round Lake Nyasa and on the Upper Shiré have been reached. As is no doubt generally known, it chiefly attacks the feet and hands, penetrating just under the skin, and there laying a large number of eggs, which are inclosed in a little sack. Its presence causes considerable irritation and soreness. If carefully removed without breaking the bag of eggs no harm is done, and the removal in the early stage is quite painless. But if the creature has been allowed to develop to some extent and the sack of eggs is broken, the young jiggers are hatched and burrow under the surface of the finger or toe, eventually honey-combing the flesh, causing the limb to be mutilated and even gangrened. It is only by culpable carelessness that such a serious state of affairs comes about. Europeans need not worry themselves about the jigger. At present the people who chiefly suffer

* Captain Jacques, of the Congo Free State, informs me they came down from the north to the north end of Lake Tanganyika, descending the west side of that lake, and committing great havoc.—H. H. J.

are the English seamen on the gun-boats, who go about with bare feet. The Indian soldiers, who are also too fond of going barefoot, and the natives expose themselves to this pest, and suffer accordingly. Nevertheless, I have lived for years in West Africa, where the jigger is long established, and I have noticed that once the proper precautions were taken to inspect the feet and hands, neither natives nor Europeans suffered from it to any great extent. Indeed, it became a "*quantité négligeable*." I hope its ravages in Nyasaland may be controlled in the same way.

Bugs have been introduced into this country by the Arabs, but fortunately confine themselves to the Arab dwellings, or the dwellings of the natives who live in conjunction with them. Fleas are present to some extent, but not to anything like the same degree as in drier countries. There is also remarkable immunity from mosquitoes compared to other parts of Africa, and sand-flies are seldom seen. In short, when one reads of the sufferings of European explorers in the West Africa forests and in parts of East Africa—when one experiences the plague of flies and fleas in North Africa and South Africa—one may state with truth that in the south central portion of the continent, especially in the limited district under review, there is on the whole great freedom from insect pests, and no doubt this is owing to the great average elevation of the land.

Ethnology.

I do not think it is necessary to extend this already lengthy Report by enumerating all the native tribes inhabiting this part of British Central Africa. As far as possible, their names are given on the accompanying sketch-map of the distribution of races and population. It may be said briefly that the natives belong entirely to the Bantu stock—that is to say, they are all negroes of a fairly similar type, speaking languages belonging to the widespread Bantu family. No other form of negro is now met with in this part of Central Africa, but it is evident that in ages past there has been some considerable admixture with the Hottentot and Bushman race. This is seen in certain of the tribes by the Hottentot cast of features and other peculiarities. It is curious that among the Mañanja who inhabit the slopes of Mlanje (and who have probably occupied this region for centuries),* there are legends of the existence of a dwarf tribe resembling the Bushmen in appearance, who, according to those Mañanja, still linger on the inaccessible heights of Mlanje. They are described as being yellowish in colour, dwarfs, with protuberant buttocks, and other features characteristic of Bushmen. Interested by these tales, I made extended investigations of the upper plateau of Mlanje, and Mr. Lloyd, Surveyor to the Administration, did the same, but none of us has ever succeeded in obtaining the least trace of the present existence of these people. It is certainly by no means improbable that a section of the Bushmen race may have lingered for some time on the heights of Mlanje, which would have been to them a kind of island of refuge among the flood of Bantu immigrants.

Avoiding the detailed enumeration of the native tribes, I will single out a few amongst them worthy of special mention for their importance. The south-eastern, southern, and western basins of Lake Nyasa, and the country stretching thence to the middle and lower course of the Luangwa River, are inhabited by various sections of the tribe known as A-nyanja, Mañanja, or Manganja.† Some of the subdivisions of this main stock are called Atshewa, A-maravi, Wa-nkomanga.

Nearly allied to the Mañanja stock are the people inhabiting the Zambezi Valley from Tete to Sena, and the A-senga people on the Luangwa River. All the dialects spoken by these different branches are very similar and are referable to one main language, which, I think, might be most conveniently styled Chi-Nyanja. Not going back to the primeval days of Hottentots and Bushmen, we may style the Mañanja or Anyanja as being the real indigenous inhabitants of Southern Nyasaland. They are a peaceful and industrious people, excellent agriculturists, and great smiths, being particularly clever in the working of iron. At no time do they seem to have been warlike, and, consequently, have been always the victims of their predatory neighbours. The early Portuguese settlers on the Zambezi exploited them pitilessly for the Slave Trade; when there was a slight

* Researches made by Mr. John M. Bell, of the British Central African Administration, show that the Mañanja have not been more than a hundred years in the Mlanje district, and were immediately preceded by the A-lomwe, who are of the Makua stock.—H. H. J.

† People of the lake: "ñ" is pronounced like the nasal "ng" in singing.



NEGRO POPULATION.

- | | |
|---|--|
|  | - <i>Uninhabited Area.</i> |
|  | - <i>Under 5 inhabitants to the square mile.</i> |
|  | - <i>From 5 to 15 to the square mile.</i> |
|  | - <i>From 15 to 50 to the square mile.</i> |
|  | - <i>Over 50 to the square mile.</i> |

Names of Native Tribes in Capitals

-  — *European Settlers.*
 — *Indians (soldiers or merchants).*
 — *Arabs.*
 — *Black Portuguese.*
 — *Mission Stations.*
 — *Residence of Bishop.*

REFERENCES.

- U. M. S.—*Universities' Missionary Society.*
L. M. S.—*London Missionary Society.*
C. S. M.—*Church of Scotland Mission.*
F. C. M.—*Free Church Mission.*
D. M.—*Dutch Mission.*
F. M. (CATH.)—*French Catholic Missions.*
G. M.—*German Protestant Missions.*
Z. I. M.—*Zambezi Industrial Mission.*

surcease of Portuguese spoliation the western part of their country was overrun by Zulu hordes at various periods from 1820 to 1870; above all, simultaneously with the first appearance of Englishmen on the scene, came the invasion of the Yaos.

The Wa-Yao* (more often pronounced Wa-hyao) originally dwelt in the districts through which the Lujenda and Ruvuma Rivers flow, or, to be more accurate, the Upper Lujenda and the Upper Ruvuma. The coast range of mountains to the east of Lake Nyasa separates them from that lake, and between their Settlements and the Indian Ocean was the great Makua tribe. As the coast people and Arabs began to penetrate East Central Africa they came in contact with the Yao, who, from his predatory nature, took to the idea of slave-trading with real appreciation. Many of the Yao Chiefs became slightly affected with Mahommedanism, and these people have ever since associated themselves a good deal with the Arabs and the Swahilis of the coast. Various causes, such as the invasion from the north of a tribe of bastard Zulus called the Magwangwara, and a succession of famine years, broke up the Yao nation, and caused a good number of the minor Chiefs to migrate with their people towards the shores of Lake Nyasa and into what are now called the Shiré highlands. This migration was either peaceful or predatory according to the strength or weakness of the Mañanja tribes, whose country they invaded. In some cases the Yao Chiefs came as traders, settled for awhile among the Mañanja, gradually introduced more and more of their people, and ultimately dispossessed the real owners of the country. In other cases they simply made a conquest of the land straight away. A great many of the Mañanja were sold into slavery, some of the women were taken to wife, and the scattered remains of the original population took refuge in the high mountains or on islands in Lake Chilwa. Probably the Yaos would have conquered all Southern Nyasaland as far as the Angoni Settlements at the verge of the western plateaux had it not been for the advent of the English. The Anglican missionaries who were established by Dr. Livingstone in the Shiré highlands first drew attention to the slave raids of the Yaos. Even although Dr. Livingstone was obliged to withdraw his expedition, he left behind his band of Makololo to assist the Mañanja to defend themselves, and the Makololo, with the occasional help of the Angoni, succeeded in keeping the Yaos back from the Central and Lower Shiré River, though the Upper Shiré was completely conquered by the latter people. As soon as the Yaos obtained possession of those countries a continual and desolating Slave Trade was unceasingly carried on. When a British Protectorate was about to be established the Yaos viewed its advent with a certain amount of disfavour, though most of the Chiefs within what is now British territory signed Treaties voluntarily, placing themselves under the Queen's protection, because, on the one hand, they disliked the idea of Portuguese rule which was the only alternative, and, on the other hand, the Mahommedan Yaos were greatly influenced by the decision of Jumbe, the Sultan of Marimba, the accredited Agent of the Sultan of Zanzibar. Jumbe, at the time of my arrival in 1889, was regarded in some respects as the most important Chief of Lake Nyasa, and being an Arab and a very orthodox Mahommedan, he had considerable moral weight amongst the Mahommedans on the lake. When Jumbe, therefore, first amongst all the Chiefs on the lake, placed his State under British protection, it was considered rather fashionable to follow his example, and all the Yaos did the same, with the exception of the recalcitrant Makanjira. Nevertheless, as soon as the Protectorate was made a reality and slave-trading and slave-raiding put down, at any rate in the settled districts of the Shiré province, our forces soon came into conflict with the Yaos, and it may be said that we have intermittently fought with them during the last three years, and are still fighting with them to this day on the borders. I am glad to say that where the Yaos were living well within our territory they very soon accepted the position, and settled down into tolerable friendliness. Our fights, therefore, have lain almost entirely on the eastern border of our territory, with this exception, that Makanjira having made an attempt to acquire the west coast of Lake Nyasa, we were compelled to fight with him there before engaging in a contest with him in his own land. The only natives with whom we have fought since the Administration was started in July 1891 have been the Yaos. I make this statement, because as our warlike proceedings have been greatly exaggerated in certain quarters there is a general impression that, since a regular Administration was founded, there has been universal war in British Central Africa. Personally, I am disposed to think that the eastern border will never be entirely peaceful and settled until the few remaining Chiefs of the Yao tribe who are yet unsubdued have been thoroughly crushed. The Chiefs in question are Zarafi, Kawinga, and Matapwiri.

The Yao is not a brave enemy. He is a wily, skulking robber. You fight with him

* Called "A-jawa" by the Mañanja, and, locally, "Matshinga."

at a great disadvantage in his own country, where there is plenty of cover; in the open plains, he is too cowardly to come up within range of your guns. That there is hope, however, for the Yao when he has come to regard the white man as his master may be inferred from the fact that already two among the Missions in Central Africa, viz., the Universities' Mission and the Church of Scotland Mission, are beginning to make headway amongst these stubborn people, and are training the Yao children in their schools to be useful citizens. The entire work of setting up and printing the "British Central Africa Gazette" is done by Yaos, who have been trained in the two Missions referred to. We also employ Yao carpenters and other artisans.

Another important race with whom we shall have to try conclusions some day are the Angoni, who may be described as bastard Zulus. In reality they are little more than Mañanja people, slightly mixed with the remnants of the Zulu hordes that crossed the Zambezi during the period already referred to. They are a warlike people, but fortunately have the greatest respect and liking for the whites. Not having been seared against civilization by Mahomedanism they have a kind of superstitious dread of quarrelling with Europeans, and it is earnestly to be hoped that we may make such prudent and diplomatic use of this respect as to induce them to give up the slave-trading in which they at present indulge by peaceful persuasion. They are altogether a splendid people, and may be regarded as the backbone of British Central Africa. During certain months of the year they come into the districts settled by Europeans and engage themselves as labourers, and are far superior to any of the other races of this part of Africa for honesty and steady hard work. I am also glad to remark that Mr. Crawshay, who is the Magistrate and Collector for the North Nyasa district, has been able of late to induce a certain number of them to enter his police force, where they are being trained by Sikh non-commissioned officers.

Another tribe of fine physique, but of terrible repute as slave-raiders, are the Awemba.* These people seem to have only sprung into prominence as a warlike tribe of quite recent years, and since they were got hold of by the Arab slave-traders, who supplied them with guns and gunpowder, and taught them to raid the tribes around them. In the days of Dr. Livingstone he travelled through the now much-dreaded Luemba country without trouble or annoyance, and scarcely mentions the Awemba as a race of warlike tendencies. Nowadays they ravage the whole of the extensive plateaux extending between the Lakes Bangweolo, Mweru, Tanganyika, and Nyasa. Up to the present they have rather a superstitious dread of the white man, and do not molest very seriously either the European Settlements or the European caravans passing between Nyasa and Tanganyika. When and if they do so, however, I fear we shall be obliged to use force to teach them respect for our power. In the meantime, I am making every effort to get into friendly relations with them by means of the agents of my Administration, who are now settled at different points over the wide territory referred to.

There is a race of singular usefulness to the European settlers which should not pass without mention; the country it occupies does not appear as a very large area on the map: I mean the Atonga. The Atonga people inhabit the narrow coast strip in the middle of the western shore of Lake Nyasa. They are evidently closely allied to the Mañanja people. But for the intervention of the Livingstonia missionaries who settled in their midst in 1876, the Atonga would have been almost wiped out of existence by the raids of the Angoni. A powerful branch of the Angoni, preserving a great deal more of the Zulu language and character, settled on the high plateaux behind the west coast of Nyasa, and exterminated rather than absorbed the indigenous tribes. By degrees they began to press on the Atonga, who had only the lake in front of them, but by this time the Scotch missionaries were settled at Bandawe, and had begun to enter into friendly relations with the Angoni. By the judicious payment of a small tribute to the Angoni Chief and friendly remonstrances the missionaries, to a great extent, stayed the advance of the Angoni towards the lake shore, and thus safeguarded the existence of the Atonga, until now at the present day it is possible that the Atonga would be able to render a very good account of themselves if they were hard pressed by the Angoni. In return for this, the Atonga have peculiarly identified themselves with the white men's interests. They come to the extent of 1,000 to 2,000—perhaps nearly 2,000—annually to work in the Shiré highlands, and they are to be found constituting the bulk of the porters and irregular police at all the European stations between Nyasa and Tanganyika.

Taking the approximate area of that eastern half of British Central Africa which has

* The real root of this name is "emba," which simply means lake—"the lake people." To this is added the prefix "aba" or "awa," and the name of the tribe is variously pronounced "Aw'emba" or "Ab'emba."

been considered in this Report at 210,000 square miles, we may state the approximate native population from such data as we possess to be about 2,499,000.

This would give an average of 11·9 to the square mile. The proportion of distribution is illustrated in some degree of detail in the map which I have executed, and therefore I need not supply further particulars. From the above estimate, it will be seen that the native population can only be described as scanty ; in fact, a large proportion of British Central Africa has been of late years practically depopulated, and that almost entirely by the Slave Trade. The ravages of the black slave-traders in the Valley of the Luangwa have been terrible—perhaps more wicked and complete than the worst results of the Angoni invasion or the slave raids of the Yao or Arab. Nevertheless, the conditions of climate and soil are such that this region positively contains no district that might not support a dense negro population. Those two or three tiny patches of great altitude, which are, perhaps, too cold for the negro, might be occupied by the white man.

Slave Trade.

It may be opportune at this point to say a few words about the Slave Trade. I have at different times sent reports dealing specially with this subject, so I will endeavour not to repeat myself, but to supplement my former statements by a few general remarks. There are some tribes which are almost entirely victims of the Slave Trade, there are other tribes which enslave their neighbours and sell their own superfluous people as well, and there are certain races, like the Yaos, with whom it has become almost a national profession to sell the people of other tribes. So far as my information goes, I am led to believe that the great Makua race, which occupies the bulk of the country between Nyasaland and the east coast, does not go in to any great extent for slavery. They neither sell each other nor enslave their neighbours. The worst sinners are the Awemba, the Angoni, the Yaos, and the black Portuguese. The Arabs and Wanyamwezi do a great deal of harm in the north, and it may certainly be said with truth that the Arabs are the backbone of the Slave Trade. If the Arabs were entirely expelled from Central Africa, the Wanyamwezi and other native races would soon be reduced to a condition of law and order. At present, the Arab represents in their eyes a kind of rival civilization to that of the white man, and a civilization which is of a much easier nature for the negro mind to accept and assimilate. I believe at the present time we have very largely diminished the export of slaves from Central Africa and the southern part of Nyasaland, but that the slavers still continue to pass a large number across the Nyasa-Tanganyika plateau and down into the Zambezi Valley. I should say that possibly, before my Administration took active steps to stop the Slave Trade, at least 2,500 slaves were exported annually from the eastern half of British Central Africa. At the present time, I should scarcely think 1,000 were smuggled through, and of this 1,000 about 200 are secured by small raids and occasional kidnappings in the eastern half of the Shiré province at the hands of the Yaos, who dwell on Portuguese territory. Perhaps the greatest blow of all struck at the Slave Trade has been the definite conquest of Makanjira, and the occupation of his main town. Before this final blow was struck, although Makanjira's power had been crippled in 1891, he still remained with three serviceable dhows, and these he employed incessantly to ferry across slavers and slaves from Rifu on the west coast to his town on the east coast, this being about the shortest crossing of the lake. Now, two of these dhows are destroyed, and the third is in our possession, and is used for transport work. The only way in which these slaves can be got across the lake is by the connivance of Mponda, who, I fear, is somewhat unregenerate on this question, and winks at a good deal of slave-trading still. The slaves are brought round from the Angoni country into Mponda's strongholds in the hills to the north-west of Fort Johnston, and are smuggled across the narrow arm of the lake in canoes at night time. Other slaves are occasionally passed across the Lake Malombe. The action of the Arab slave-traders at the north end of the lake has been greatly hampered by our having built a fort at Deep Bay, which commands one of the most convenient crossings of the lake. As they are also hindered from crossing at Karonga by the presence there of the African Lakes Trading Corporation, and as Baron von Eltz has taken active steps on the part of the German Government to arrest their passage round the north end of the lake, they are forced to do the somewhat difficult journey across the Nyasa-Tanganyika plateau into Wanyamwezi. It is said also that a few of them manage to cross the lake in canoes in smooth weather to the south of Deep Bay, but I very much doubt this, as the lake is so broad at that point as to be too dangerous for canoe traffic. Possibly not more than 10 per cent. of the slaves which annually leave British Central Africa are destined for dispatch to

lands across the sea, and of these 8 per cent. are shipped to Madagascar. Certainly not more than 2 per cent., if as many, are deliberately sent by the coast-traders to Arabia or the Persian Gulf. In fact, with the exception of the trade to Madagascar, the transmarine Slave Trade is very nearly at an end from Eastern and South Central Africa, at any rate. Such slaves as Arabia requires she tries to get from the opposite coast of Africa, and sufficient negroes find their way to Muscat, and in that way supply the needs of Persia, while Turkey still manages to obtain, in the guise of free servants (as, indeed, by that time they practically are), sufficient slaves for her harems from Tripoli and Bengazi. No; by far the bulk of the slaves obtained from Central Africa, south of the Equator, are destined for the coast plantations. The centre of the continent is being depopulated for the benefit of the east coast region. The numerous Arab and Swahili planters require docile manual labour for their increasingly profitable plantations, and naturally obtain this, not from the sturdy and semi-civilized tribes around them, but from the more docile savages of the interior. The officials of the German Government have made strenuous efforts to close their frontier against the Slave Trade, and they not only stop these slaves, but they endeavour to return them to their homes on British territory.

A good many find their way to the Zambezi plantations, and are shipped to Madagascar from the district which stretches from Mozambique to Quilimane. This coast-line presents a series of creeks and river mouths, nearly all of which can be entered by the Arab dhows.

It is evident from the traces of the foundations of old villages, fragments of pottery found buried under several feet of soil, and other unquestionable indications, that all this part of Central Africa was once densely populated by races superior in culture to those at present existing. As in the delta of the Zambezi, so also in parts of the coast of Lake Nyasa, pottery has been dug up sometimes from 5 feet below the surface, which is superior and of more tasteful make than the pottery manufactured at the present day. The Slave Trade became prevalent with the first decided establishment of Arab influence on the coast, and obtained an enormous development when the Portuguese succeeded the Arabs in power. In fact, it was not until the advent of the Portuguese, and consequently the introduction of guns and gunpowder, that one native race was deliberately taught to enslave and sell another. The entire blame of this rests not by any means on the Portuguese alone, but on the English and other European nations. Until the abolition of slavery in the United States, American slave vessels used to haunt the Mozambique Channel to pick up cargoes of slaves from the Zambezi. The depopulation caused by the frequent ravages of the black Portuguese and the Arabs or the Arabs' negro allies reduced considerable tracts of country to a state of wilderness, and this wilderness becoming once more occupied by big game, the tsetse fly increased and multiplied, and now renders considerable portions of Central Africa difficult of colonization on account of the impossibility of introducing horses and cattle, until by the slow process of repeopling the tsetse fly has been got rid of.

Besides, this constant hunting of man by man keeps the whole country in a state of unrest. The natives feel little interest in life when at any moment they may be attacked by some other tribe, have their homes broken up, and their wives and children sold. Consequently, except where they are settled near Europeans, they lead a hand-to-mouth existence, just growing enough food for the support of the small community, and not daring to venture on any enterprise or industry which might attract the cupidity of their neighbours.

The Arabs have certainly done a little good here and there by introducing the cultivation of rice, but it must be carefully borne in mind that the Arab traders in Central Africa are far too much attached to the pleasure of life on the coast to look on themselves as permanent settlers in the interior. Their one idea is to amass enough property in slaves or ivory, or both—the former to carry the latter—to enable them to return to the coast and settle down for the rest of their days in ease and comfort, with a large plantation and a sufficient harem. From every point of view, philanthropic and economic, we are right in trying to extirpate the Slave Trade in Central Africa.

Since the commencement of my Administration in 1891, the following numbers of slaves have been released and set free:—

	Date.	Number of Slaves released and set free.
By the late Captain Maguire, at Mlanje	July 1891 ..	14
By Captain Maguire and myself, at the south end of Lake Nyasa	October and No- vember 1891	317
By Commander Keane	January 1892 ..	2
By Vice-Consul Sharpe, at Chiradzulu	June 1892 ..	2
By Captain Selater, at Mlanje	October 1892 ..	14
By Mr. Nicoll, at the south end of Lake Nyasa, at various times	1892 and 1893 ..	114
By F. J. Whicker, at various times during 1893, on the Upper Shiré	1893	122
By Mr. Monteith Fotheringham, on the Upper Shiré	September 1893 .	3
By Mr. Malloch, at Zomba, on different occasions ..	1893	5
By Mr. Crawshaw, at Deep Bay, on various occa- sions		37
Mr. Marshall, at the south end of Tanganyika, released	December 1893..	26
Released by myself, with the aid of Major Johnson and Captain Edwards, at Chiwaura's	November 1893..	60
Released by myself, with the aid of the gun-boats, at Rifu	November 1893..	145
Total		861

To this total of 861 slaves released by the British might be added 211 slaves recently released at the north end of Nyasa by Baron von Eltz, of whom forty-nine were returned to their homes in British territory, and I might also add Mañanja people to the extent of thousands at Makanjira's, who, by the bravery and resource of Captain Edwards, have been detached from their Yao conquerors, and allowed to settle once more in their old homes on the shore of the lake, and two or three hundred Mañanja people who called themselves the slaves of a Yao robber Chief named Mitotshe, who lived at Chiradzulu, and who after the expulsion of Mitotshe at the hands of Lieutenant Manning returned to Zomba and resettled on the sites of their old homes, from which the elder people had been abstracted many years ago by Mitotshe and his Yaos. I should also state that Captain* Johnson, while in command of the Indian troops at Mlanje, released several slaves who had been captured and tied up in the villages on the north part of that mountain, but I have no particulars as to the numbers set free. Inasmuch as rescuing slaves is intended to mean actually rescuing them from being tied up and dispatched to the coast, perhaps it is best to confine ourselves to the bare statement that we have thus released 861 slaves, viz., the total first given, though, undoubtedly, the others owe their freedom to the fact that we had become sufficiently strong to repel the native tyrants to which they were subject.

Taxation of Natives.

The Imperial Government have of late begun to contribute towards the suppression of the Slave Trade in British Central Africa by the establishment of three gun-boats on the Lake and Upper Shiré.

It may be interesting to enumerate the principal forts which have been constructed to guard our eastern frontier, and to serve as a place of refuge round which those natives who object to be harried and kidnapped by their neighbours can settle. On the extreme south-east of the Protectorate Fort Anderson has been built, at the south end of Mount Mlanje, to stop Matapwiri's raiders from crossing the Ruu. On the northern side of Mlanje the Mitshesi Pass and the road to Quilimane are also blocked against Matapwiri and Kawinga by Fort Lister and its outpost of Migoi, near the south end of Lake Chilwa. In addition, there are small posts of Sikhs on the northern bend of the River Mtutshila, and in the vicinity of the Church of Scotland Mission Station, in what was formerly Mkanda's country. Although there is no actual fortification at Zomba, it may, from the point of view of the natives, be regarded as a "strong" place, and as a point round which the natives are beginning to settle and build in great numbers. There are always a few Sikhs stationed at Zomba, and in fine weather we are able to heliograph to Fort Lister.

* Holding the local rank of Major.

The road from Zomba to Blantyre, which was at one time much infested by Yao robbers, is guarded by two Sikh posts. There is also a small Sikh post, called Fort Roberts, in what was formerly Mitotshe's country, on the north-eastern flank of Chiradzulu Mountain. There is, of course, a small police force at Blantyre, though Blantyre itself is now fairly removed from the scope of the slave-trader's action. We have also established recently small posts of native police on the road to Matope, and on the road from Zomba to Mpimbi, to guard porters from raids on the part of Kawinga's Yaos. The Upper Shiré is guarded by Fort Sharpe and Fort Liwonde; the latter place really consists of two small forts, one on either side of the river. We have also an outpost of native police at Mvera, at the entrance to Lake Malombe. Within $2\frac{1}{2}$ miles from the south end of Lake Nyasa is Fort Johnston, which usually has a considerable garrison of Sikhs and Makua police. The former site of Makanjira's main town is now occupied by Fort Maguire, where we have as many as sixty Sikhs, and a large number of native auxiliaries. Near the north end of the lake is Deep Bay, where a fort has been built, and is occupied by Mr. Crawshaw, who is in charge of the North Nyasa district. Karonga, the main station of the African Lakes Corporation, in the North Nyasa district, is itself practically a fort. The same may be said of the African Lakes Company's Station called Fife, which is the capital of the Chambezi district, and which has proved a useful rallying point for the natives who are harassed by the Awemba. As soon as our means admit, we shall establish an Administration official at Fife, which is an excellent midway station between Nyasa and Tanganyika. Near the south end of Tanganyika, on the healthy heights overlooking the lake, at an altitude of 5,000 feet above the sea, there is the fort of Abercorn, constructed by Mr. H. C. Marshall. Here we have a small force of Sikhs. In the south-west corner of Tanganyika, in the middle of Cameron Bay, we have a small post called Sumbu, occupied by a European, who is Assistant Collector for the Tanganyika district. There are one or two outposts of Makua police between Tanganyika and Mweru, and on the north-east corner of Mweru is the station built originally by Mr. Crawshaw and partially fortified. This is now known by its native name—Mputa. About midway down the east side of Lake Mweru, and in the fertile valley of the Kalungwisi River, is the important station of Rhodesia, built by Mr. Kydd, and fortified. There is here a small force of native police. Finally, there is Fort Rosebery, situated on the east bank of the Luapula River, where the navigability of that river commences. The site for this station was well chosen by Mr. Sharpe in 1892. It is now being fortified by Mr. Bainbridge. It is hoped that Fort Rosebery may check the slave raids of the Arabs and Wanyamwezi in the Bausi country, between Lake Bangweolo and the Luapula.

It seemed to me only reasonable that these sacrifices should not be all on one side—that the natives whom we are assisting by the establishment of these forts, and whom we are defending against the Slave Trade, should in their turn contribute, as far as they are able, towards this expenditure. At the commencement, therefore, of my Administration, I began to treat with the Chiefs in the more settled districts on this subject. In fact, the question of taxation was first introduced by the natives themselves, in that Lower Shiré district which we took over from the Portuguese in the summer of 1891. The natives were accustomed to pay taxes to the Portuguese, and on our taking over the territory they asked us to assess the tax which they were to pay. I thought it unfair that they should be taxed, and the people round the European Settlements in the Shiré highlands should not be so likewise. But I deferred any action in regard to the matter until, with the assistance of Mr. John Buchanan, I held a great many interviews with the more important Chiefs. Finally, a series of Treaties were signed throughout the greater part of the Shiré province, by which the Chiefs and their Headmen agreed that a tax of 6s. per annum, either as a poll tax on adult males or as a hut tax, should be paid by their people. In most cases, it was stipulated that out of the total proceeds of the year's taxes the Chiefs should receive 10 per cent. as a kind of subsidy, and in lieu of further taxation on their part. Eventually, however, in consequence of representations made by missionaries and planters, that the tax of 6s.—which had been agreed to by Treaty, and which had been sanctioned by the Secretary of State for Foreign Affairs—pressed rather heavily on some of the poorer people, it was decided that the tax should be reduced to 3s. per annum, and should be levied throughout as a hut tax. The native tax was thus temporarily fixed, though we had the right by Treaty to raise it, if future requirements demanded it, to the original sum of 6s. per annum. The 3s. tax, however, is paid willingly, and I am inclined myself to share the opinion of the missionaries, that it is, for some time to come, as much as we should ask the people to pay. This tax, however, is only levied over a very small portion of British Central Africa, viz., in the Lower Shiré, Ruw, Mlanje, Blantyre, West Shiré, Upper Shiré, Zomba, and in the South Nyasa districts of the Shiré province, and not by any means

universally throughout these districts, as there are a few recalcitrant Chiefs in the outlying portions, mostly professional slave-traders, who, not unnaturally, decline to contribute funds towards the suppression of the Slave Trade. These are being dealt with patiently. So long as they abstain from actual warfare against the British, or the people under our immediate protection, they are left alone; but wherever their behaviour becomes unbearable, and they have to be dealt with in a forcible manner, when concluding terms of peace with them, I shall insist that they place themselves on the same footing as the people in the settled districts, and shall cease to occupy territory, to which they have in reality no right, unless they contribute towards the revenue. I say advisedly "no right," because the greater part of those Yao robbers are of even more recent arrival than the English, and are merely ousting the Mañanja inhabitants from their rights.

No native taxes are at present levied in any other portion of British Central Africa, nor will they be so levied until the Chiefs and people have been approached on the subject, and have voluntarily signed Treaties agreeing to pay.

It might also be mentioned that those Chiefs in the Shiré province who transferred their sovereign rights to Her Majesty, and agreed to pay taxes, received in all cases considerable presents or payments in return for the cession of such rights. The payments of this kind made to the Makololo Chiefs have probably exceeded 1,000*l*.

With the exception of the percentage on the taxes which is paid to most of the Chiefs, there are no direct payments or subsidies made to them by the Administration, with three exceptions: Kanga, the Yao Chief, who lives just above Fort Lister, on the Mitshesi Pass, is paid a subsidy of about 40*l*. per annum in return for the cession of his sovereign rights, in order to abrogate his right to levy dues on passing caravans. Kanga, it might be mentioned, is quite an exception as regards the Yaos. He has been a steady friend of the English from the day when he was first treated with by Consul Hawes in 1885. Mponda, the important Chief at the south end of Lake Nyasa, is paid a subsidy of 100*l*. a-year in compensation for the cessation of any claim to levy tolls on the merchandize passing to and fro into and out of Lake Nyasa. Jumbe, the Arab Sultan of Marimba, is paid a subsidy of 200*l*. a-year, in return for which he transfers to the Administration the right to levy customs duties in his town and country. It might be mentioned that these customs dues now very nearly amount to the same sum as the subsidy paid to Jumbe. This subsidy has been paid first by the Lakes Company, and secondly by the Administration, since the conclusion of the Treaty of Protection in 1889, and probably no Chief in Africa has ever done more for his money than Jumbe, who has rendered us considerable and constant services ever since the commencement of the Administration. I really myself believe that Jumbe, ever since concluding his Treaty with Her Majesty, has honestly striven to put down the Slave Trade in his dominions. He is not always very kindly spoken of by the missionaries, because, being a zealous Mahomedan, he objects to the establishing of a Christian Mission in his town, though he readily permits Mission stations to be erected elsewhere in his country. Consequently, one hears from time to time allegations of the Slave Trade being carried on secretly under Jumbe's rule. I have never been able to find any truth in these allegations. Her Majesty's gun-boats on Lake Nyasa have frequently stopped and searched Jumbe's dhows, and no slave as yet has been found in them. In previous despatches I have enumerated the various services rendered to us by Jumbe from time to time, and it might therefore be an act of wearisome repetition to go through them again. I might conclude by saying that he is the only loyal good-hearted Arab that I know of on Lake Nyasa. Although he is now somewhat advanced in years, and not very strong in health, he accompanied us throughout on the Makanjira campaign, bringing with him a large force of men varying from 2,000 to 300. The greater part of the 300, which we transported to Makanjira's, were ordered by Jumbe to remain with Captain Edwards, and to assist him in repelling the attacks of Makanjira, in which work they have been found most useful.

In general, I do not seek to interfere more than is necessary with the rule of the native Chiefs over their people, provided such rule is not cruel. At the same time, it is generally understood that there is an appeal from the decision of the native Chief to the nearest Magistrate. Except in the case of the Yaos, I think it may be said that, as a rule, the native Chiefs govern their people kindly and leniently, though among the Angoni there is a terrible abuse of the poison ordeal. The Angoni are very superstitious, and accusations of sorcery are constantly being made, which the accused has to disprove by drinking the decoction of a poisonous bark. This may either act as a powerful emetic or it may poison the patient, no doubt according to the degree of strength infused into it by the "medicine mau." By degrees we are trying to put down this drinking of "muavi," as the poison ordeal is called, but to attempt to forcibly uproot it at once would certainly lead to a great deal of ill-feeling. I have once or twice been asked also to interfere to put

down the "Unyago" dances amongst the Yaos, these dances being said to be very indecent. Practically, they are semi-religious ceremonies, which the youths of both sexes have to undergo before arriving at maturity. The natives make some mystery of the rites performed, but, from such information as I have obtained, I do not think the indecency is very great, or is even intentional, and it is far better to leave practices of this kind to die out by the spread of missionary teaching.

It must not be thought that my action against the Slave Trade has been of the nature of a perpetual crusade, or that I have unnecessarily gone out of my way to attack this evil. It is rather that I have been forced to deal with it in the more settled districts of the Protectorate and along the great trade routes. Many communities of natives are very unreasonable in their demands on us for protection. They complain to me about the cruelties of the Slave Trade, about the terrors of the poison ordeal, or various other woes they have to suffer, either at the hands of more powerful tribes or in fulfilment of harsh native customs. My reply to most of these complaints is this: "If you find that by living in such a district your life is made unbearable, either because your wives or children are sold, or because you are made to drink muavi, why go on dwelling there? Why not come and settle in the vicinity of one of our forts, where no one can touch you or do you any harm?" Sometimes the native takes this advice, but more often he prefers to go on living in his old home, and consoles himself for the ills that he has to endure by continual grumbling. Nevertheless, it would seem as though by degrees the indigenous native population is slowly setting towards the centres of European settlement, and congregating round them, and no sooner does a white man settle anywhere in this country than before many months are over there is a circle of native huts round his house or store.

So far as I can compute, there are at present no more than fifteen white Arabs still settled in this part of British Central Africa—one might say, indeed, in all British Central Africa, since the River Kafue practically marks the limit of East African and Arab influence. All to the west of that is much more in touch with South Africa or with the Portuguese West African possessions, and probably there is not a single Arab to be found living to the west of the River Kafue and south of the Zambezi-Congo water-parting. The chief centres of Arab settlement are marked on my population map. I have not included in this enumeration the more or less black men calling themselves Arabs—men like Mlozi, of Mpata, at the back of Karonga, who has so long been a thorn in the side of the African Lakes Company. These men are Mahommedans, but they are so mixed with negro blood as to be practically coast negroes. The greater number of the white Arabs come from Maskat. We have occasionally met with one or two who claimed Aden as their birth-place. On the south end of Lake Tanganyika there is a man who is a Balutsh, though he is usually classed as an Arab.

I have now come to this conclusion, after five years' experience in this part of Africa, that the presence of Arabs is incompatible with the introduction of European civilization, and, sooner or later, the Arabs must go from Central Africa. It may be possible to govern them on the East Coast, because there they have something at stake. Such of them as are not inveterate wanderers have their homes on the Zanzibar Littoral, and are disposed to settle down peacefully under a strong Government. In the interior of Africa they are adventurers, and ordinarily adventurers of the worst type.

On the other hand, I believe the salvation of Central Africa will be found in the introduction of the Indian trader and agriculturist. The yellow man is required in this country as much as the black and the white, so that he may occupy a middle place, and fill up the gap between the two extremes. The white man cannot afford to do the petty trade in detail; it is only worth his while to trade wholesale. Therefore, the Banyan merchant or Indian trader serves as a very useful middle-man, who gathers up the native produce in small purchases, and sells it in bulk to the European. Indian artizans—carpenters, masons, leather workers, and such like—are invaluable as teachers to the raw native. I think it will be found for some time to come that Indian soldiers will be necessary to British Central Africa. They naturally stand the climate a good deal better than white troops; on the other hand, in steadiness, discipline, and courage, they are scarcely inferior to the British soldier. All the minor posts, such as store clerks, telegraph operators, and hospital assistants, might be with advantage filled by educated Indians, who will work for lower wages than Europeans, and who are far more painstaking and industrious.

When my Administration first commenced in 1891, there was not a single Indian in British Central Africa with the exception of a doubtful Goanese, who had attempted to establish himself at Chiromo, but had been expelled for introducing liquor to the natives. Now, there is quite a colony of Banyans established on the Lower Shiré, at Port Herald,

and elsewhere. Several of these men have been able to afford to pay considerable sums for the purchase of land which they now occupy, and the import and export duties paid by them have amounted in one year to nearly 200%. There are now Banyans settled at Chiromo, and higher up river still at Chikwawa. There is a Banyan going to establish a store at Blantyre. The Administration has introduced from India Indian cooks, carpenters, and various other artisans, and they have been found most useful—I might almost say that Indian cooks are indispensable. The native very rarely makes a satisfactory cook, at any rate in Eastern Africa. He is dirty and clumsy. These cooks from India can really turn out meals which would not disgrace a professed cook in England.

An able writer of the negro race, who is, I believe, an official of the Gambia Colony, published a little while ago a very thoughtful essay on the future of the negro. I understand the conclusion he arrives at is that the pure and unadulterated negro cannot as a race advance with any certainty of stability above his present level of culture; that he requires the admixture of a superior type of man. The writer then reviews the disappointing results which have attended the admixture of the white and black races, and argues that they are too widely separated in type to produce a satisfactory hybrid. He consequently concludes by stating that the main hope of the negro lies in coalescing with some yellow race. To a great extent, the opinions of this writer are justified by the results of the Arab and negro intermixture on the East Coast of Africa, and in the points offered by those remarkable races of the Northern Soudan, which evidently arose out of an intermixture between the Berber and the negro stock. But the Arab would appear to have certain inherent vices and defects of disposition which he transmits to his descendants. Although of very fine physical type, the Swahili is rather recalcitrant to European civilization. On the whole, I think the admixture of yellow that the negro requires should come from India, and that Eastern Africa and British Central Africa should become the America of the Hindu. The mixture of the two races would give the Indian the physical development which he lacks, and he in his turn would transmit to his half negro offspring the industry, ambition, and aspiration towards a civilized life which the negro so markedly lacks.

European Settlers in British Central Africa.

At the commencement of my Administration in July 1891 there were, as far as I was able to calculate, 57 Europeans residing in the eastern part of British Central Africa, of whom one was French, two were Austrian Poles, and the remainder were British. At the present time (March 1894) there are 237 Europeans in this same territory.* Of these, three are French, three are Germans, one is Italian, two are Austrian Poles, one is a Hungarian, one is a Dutchman, and the remainder are British subjects. The British subjects again may be divided into 69 English, 5 Welsh, 130 Scotch, 6 Irish, 6 Australians, 6 natives of Cape Colony, and 5 Natalians. Out of the average of 200 Europeans during the twelve months from the 1st March, 1893, to the 1st March, 1894, there have been ten deaths registered. I believe that three other deaths occurred which were not registered.† Of the number of deaths registered, three died from hæmaturic fever, two from dysentery, two from heart disease, one from a gun accident, one from pneumonia, and one in infancy. The population map will show the chief centres of European settlement. As a general rule, it cannot be stated that British Central Africa is healthy for Europeans; the best that can be said of it is that it is not so bad as other parts of tropical Africa, that it is possible for men with good constitutions to live with unimpaired health if they will take the most extraordinary care of themselves. If I might be allowed to cite my own experience, I might state that, apart from the exceptional strain caused by the hard work and anxieties of the last three years, I have enjoyed remarkably good health. I have not been incapacitated by illness for a day since arriving in British Central Africa; but during my short visit to South Africa in 1893 I was ill for a week with a very virulent form of the much-dreaded black-water fever, and this, I suppose, I must not put down to the climate of South Africa, but to the accumulated malarial poison engendered in my system by two years of Central Africa, and brought into sudden activity by the sharp contrast between the warm, moist atmosphere of this climate and the bitter cold of

* My statistics as to the number of European settlers, though quoted as for March, are really based on Reports written in the month of February.—H. H. J.

† Say in all 6 per cent. of the white population died in one year. The average death-rate in Great Britain is about 2 per cent.

a South African winter. Whilst preparing this Report, I thought it would be useful to ascertain the opinions of almost all the Europeans settled here as to the effect of the climate on their health. I therefore issued a Circular containing inquiries to be answered, and I must express my thanks to so many correspondents who so willingly placed all the information they possessed at my disposal. One hundred and sixty-two Europeans answered these questions. Out of this total the small number of twenty-three stated that their health had suffered no deterioration, and that they were probably as well out here as they would be in England. To this number I desire to add my own name, thus increasing the number to twenty-four out of 162. By far the greater number of those consulted confessed to having suffered rather frequently from fever, though not to any serious extent, and without the fever ever having taken a dangerous form. Out of all the number consulted only eleven suffered from any other disease than fever, and these quoted dysentery as the alternative malady. The only diseases which were recorded by these correspondents were fever in its two forms of simple African fever and of the dreaded bilious or black-water fever, dysentery, and sunstroke, or sickness of a not very serious nature caused by over-exposure to the sun. In all these replies no other disease is mentioned, but I happen to know that a death has recently taken place from pneumonia, caused by a severe wetting and exposure.

Among my correspondents eighteen had suffered once or more from "black-water" fever. I have enjoyed the most extraordinary immunity from ordinary African fever from the time when I first entered Africa in 1879 to the present day; that is to say, I have only had two attacks of malarial fever in a marked form, one in Tunis and the other at Mombasa. I have, however, had two attacks of "black-water" fever, one at Old Calabar and the other in Natal, which was prolonged until I reached Delagoa Bay. This disease has come into so much prominence of late, as being the really only serious malady attacking Europeans in Central Africa, that a few words on the subject may not be out of place.

This malady is usually described as "bilious remittent fever" in medical works, but the fact is, it has never been properly studied and described as yet by medical authorities. It would seem in some respects to be the parent form of yellow fever, and differs from yellow fever only in being possibly less severe, less deadly, and non-infectious. The attack often comes on so suddenly, that it is more like a sickness arising from a draught of poison. The patient suddenly feels severe pains about his limbs and back, and complains of a frightful headache and dizziness. Violent vomiting follows, and the urine is observed to be of a dark colour like stout, and later on a deep claret colour. Before the patient has been ill for many hours his skin has become a bright lemon or orange tint all over, and this yellow colour is observed in the whites of the eyes and under the finger-nails. There is usually great depression of the heart, often caused by nothing more than flatulence, but which engenders a feeling of approaching death and faintness, though the patient rarely ever dies at this stage. If the disease is carefully nursed from the first it seldom proves fatal, but good nursing and extraordinary care are essential to recovery. The first crisis in which patients may die arises from the stoppage of the action of the skin and the suppression of urine. If this is not promptly met the patient passes into a state of coma, and dies of blood-poisoning. This, however, is a condition which should not be reached if there is proper medical attendance and good nursing.

The next great danger to life supervenes in the time of early convalescence, when the patient is so extraordinarily weakened by the disease that any sudden action, such as the too abrupt sitting up in bed, may cause the heart's action to stop, and the patient passes into syncope and death. Again, careful nursing can meet this difficulty, for even if, in spite of the nurse's care, the patient does suddenly exert himself and faints away, if restorative measures are at once taken he can be called back to life, but if the fainting should occur in the middle of the night, and the patient should not be watched, the syncope would gradually pass into death. The most dangerous period for persons recovering from "black-water" fever is during the small hours of the morning, when there is extreme physical exhaustion. This exhaustion is sometimes evidenced by attacks of shivering, and the temperature is found to be dangerously low.

Drugs are of not much avail in the critical stage of "black-water" fever, but at the commencement of the disease a strong purge should be given. After that, as the fever abates, small but constant doses of quinine should be administered. The greatest and best of all medicines, however, is champagne diluted with a little water, and, if possible, iced. Constant stimulants of this nature should be given to the patient, who, when he is getting better, should be well and carefully nourished.

Dry cupping over the small of the back relieves the inflammation of the kidneys. I have known of only two cases out here wherein the patient died of "black-water" fever

in spite of the most careful nursing and skilled medical attendance. Deaths arising in the other cases have ensued because either owing to local circumstances or want of knowledge assiduous nursing from the very first was not given.

The form of dysentery which is occasionally met with in Central Africa is not nearly as severe as that which one reads of in the East Indies and in tropical America. Dysentery, indeed, is a disease which a careful man should never have in Central Africa, as it arises from the results of catching cold or from drinking bad water.

The conclusion, therefore, at which we may arrive is this, that the only malady to be really dreaded is black-water fever. Here practically we have no typhoid, no enteric, no cholera, no yellow fever of the infectious type, no typhus, no scarlet fever, very few of the diseases which cause mortality in other countries. To a great extent, however, this relative immunity is counterbalanced by the serious mortality which, after all, and when all deductions are taken into account, results from the two forms of African fever.*

I am glad to state that, on the whole, the health of all the persons on the staff of the Administration has been remarkably good, considering the tasks they have undertaken, and the many difficulties they have met with in finding good house-room during the commencement of their stations. Of all the persons serving on the staff of my Administration in British Central Africa, only one, the late Mr. Kydd, has died of illness; though a Mr. Henchman, temporarily employed in surveying work, and Mr. Patterson, who had been engaged for the Commissariat Department, neither of whom were however on the staff,† both died of the same disease as the late Mr. Kydd, viz., black-water fever. One member of my Administration was accidentally killed through a gun accident (Mr. A. E. Peile), and, as is well known, Captain Maguire was killed in war at Makanjira's, and Dr. Boyce was murdered by Makanjira, under a flag of truce, at the same place. Taking into consideration the rather extraordinary circumstances occurring during our first three years' administration, these losses cannot be considered as disproportionate to the risks run. I might also mention, in connection with this, that Mr. Gilbert Stevenson (at present on leave of absence, but still in the service of my Administration) was most seriously wounded in the Liwonde war, but has happily recovered from his wounds. Mr. J. G. King (Vice-Consul at Chinde) and Dr. Watson were both of them severely wounded (the former very severely) in an attack against Zarafi's stronghold. Both have recovered, and have been able to resume their duties without leave of absence.

Colonization.

Those who are now considering the African question, and the benefits to be derived from the exploitation of Africa, are asking the very pertinent question as to whether any portions of this great continent which lie within the tropics can be permanently colonized by Europeans. As regards British Central Africa, I should think that, in course of time and as life becomes less uncomfortable than at present, it would be actually possible to found European Colonies on some of the highest plateaux, that is to say, in districts which are over 5,000 feet in altitude. In these regions I really believe that Europeans might retain good health, and even rear children without much, if any, deterioration of race. After all, however, these favoured spots make up a very small area in comparison to the whole extent of the territory under consideration. Still, they are valuable as likely to form definite European outposts, from which the steady development of the continent can be intelligently directed. The Nyika plateau, which has an average altitude of 7,000 feet, and which has been practically discovered by Mr. Crawshay, is probably 1,250 square miles in extent, or about the size of the county of Gloucester. This is a very well-watered region, with a delicious climate and a fertile soil, and almost uninhabited by negroes, partly owing to slave raids and partly owing to the chilly temperature. The upper plateau of Mlanje is very wet, that is to say, there is a rainfall of nearly, if not quite, 75 inches; otherwise, the climate is perfection as regards temperature, very bracing, and there is a good deal of the soil which might be cultivated with European vegetables, and the balance is grass-land, affording excellent pasturage for horses, cattle, and sheep. But, after all, this lofty and habitable area consists of not much more than 36,000 acres.

There are one or two parts of Angoniland where the Dutch missionaries have settled that seem to be remarkably healthy, and the upper plateau of Zomba is a region

* The unhealthiest months of the year for Europeans are undoubtedly May (when the stagnant water of the rainy season is drying up), July (when the cold winds begin), and January (which is usually the height of the rains).—H. H. J.

† i.e., specially selected for service in British Central Africa.

so beautiful in scenery and so favoured as to climate, that illness amongst Europeans residing there could only be attributed to moral depravity. The practical conclusion to which we may arrive is this, that whilst the European has a great rôle to perform in Central Africa as ruler and teacher, it is probable that between the Zambezi and the Upper Nile he will be numbered by hundreds of thousands, and not by millions, at any rate for the next 200 or 300 years. After that man may have acquired such control over the powers of nature, that the making of a climate healthy or the adapting of the system to an unhealthy climate will be a mere matter of physics to be undertaken by the State, and carried out by a number of officials. Then it may be that by the pressure caused by the over-peopling of other continents, Europeans may be compelled to adapt themselves in large numbers to the climate of Central Africa, and the true value of this vast extent of fertile lands, well watered and able to grow almost any form of food product, will become manifest. Awaiting that development, however, we must at present devote ourselves to reclaiming Africa from the unintelligent rule of nature by educating the black man, and introducing the yellow man, and establishing ourselves in sufficient numbers in the more healthy districts, so that we may direct these operations *in situ*. Before quitting this subject of the health of Europeans, I might state emphatically that I strongly disbelieve in the use of alcohol otherwise than as a medicine. I have observed that the healthiest and strongest Europeans in this country are those who are either total abstainers, or persons not making a habitual consumption of alcohol. If I could have my way, I would make alcohol such an expensive luxury that Europeans would only afford to take it as a drug when ordered by a medical adviser. In holding this opinion I am somewhat isolated, as I can only get the majority of the missionaries to agree with me. All the other Europeans in replying to the questions I put to them recommend the moderate and habitual consumption of alcohol as a safeguard against fever. Some indeed speak of alcohol in glowing terms, as "a very elixir of health." Curiously enough, the gentleman who says this is one of the most abstemious persons out here. But others who warmly advocate the constant use of alcohol cannot offer, so far as they are themselves concerned, very encouraging statistics of health.

I am glad to say that actual drunkenness amongst Europeans is exceedingly rare north of the Zambezi, partly because, whatever statements they may make, there is an inherent feeling in most people's minds that a drinking "bout" is very nearly suicidal. No one who travels through South Africa can avoid noticing a great deal of intemperance amongst Europeans, especially of the lower classes, though, so far as I have seen, not amongst the Boers, whom I regard as a very temperate people.* These over-indulgences in alcohol south of the Zambezi produce no very evident ill-results, unless it be in exceptional districts of a really tropical nature like the country around Beira, because the dry atmosphere and the bracing climate largely counteract the ill-effects of too much alcohol. In comparison therefore with South Africa, the Europeans of Central Africa may fairly be regarded as abstemious.

This is not a country where the European of low class or bad morals is likely to thrive. To be healthy, one must live with almost fastidious care, comfort, and prudence, and as these are not qualities usually found amongst the rougher Europeans, I should not counsel the introduction of any but the best type of emigrants into Central Africa.

A great deal has been said at different times, especially by our missionary friends, as to the immorality supposed to prevail amongst the European settlers in Central Africa; but, as a matter of fact, compared with other parts of the continent with which I am well acquainted, I should consider that the Europeans now established here lead very decent lives, and that there is relatively far less immorality amongst them than would be the case with the same class of men in Europe. There is very little disposition on the part of the native women (compared, for instance, with the state of affairs in West Africa) to consort with white men, and such an exhibition of immorality is looked upon with a certain amount of disfavour by the negro men. It is not so much that they are jealous of their women, for their jealousy is simply nothing more than having been defrauded of payment, but somehow the illicit union of black and white is not approved by most of the negro tribes in British Central Africa; they seem to think that the two races had better remain apart.

A great deal of criticism has been uttered at different times as to the wisdom of bringing out white women to Central Africa. It has been pointed out that missionaries would do far better if they remained celibates, and that their wives suffer so much in health that they are rather a hindrance to their husbands than otherwise. After careful con-

* It might be interesting to mention that the few persons of Dutch origin who have come up from South Africa to settle in these parts have enjoyed good health, largely attributable, no doubt, to their very abstemious habits.—H. H. J.

sideration, I do not agree with this criticism. I think, to begin with, that on the whole the European women suffer less than the men, because their lives are less exposed to hardships. Again, I think it makes a good impression on the natives, who like to see white men dwelling with women of their own colour, and the influence of the European women is invariably for good. There is no doubt that they have discomforts and anxieties to put up with which would never enter their lives in Europe, but many of them find the life interesting, and affording wider scope than the confined sphere in which they would have vegetated in their native land.

Although Europeans have frequented these countries for the last seventeen years, not to speak of intermittent visits before, there are only two mulatto children known to exist. One of them is now a youth and is the son of a Makololo woman by an English hunter; the other child is a little girl at Blantyre, whose father, before he fell into a too African mode of life, was an artisan in the service of the Blantyre Mission.

Missions.

There are at present seven Missionary Societies at work in the eastern half of British Central Africa, to wit, the Universities' Mission, the Church of Scotland Mission, the Livingstonia Mission (Free Church of Scotland), the Dutch Reformed Church Mission, the London Missionary Society, the Algerian Mission, and the Zambezia Industrial Mission. The Universities' Mission, which is Anglican, occupies the eastern shore of Lake Nyasa, and has a station at the south end of the lake. I believe it also maintains one or two teachers in villages on the Upper Shiré. It is the oldest of all the Missions in British Central Africa, having originally commenced under Bishop Mackenzie when Livingstone first opened up the country. After Bishop Mackenzie's death, however, the Mission was withdrawn, but was again re-established in (I think) 1881. It possesses an excellent steamer, the "Charles Janson," on Lake Nyasa. Its present head-quarters are on the Island of Likoma, the whole of which belongs to the Mission, and it has also stations on Chisumula Island, and at various points in the Yao country on the east coast, and, as already stated, at the south end of Lake Nyasa. This Mission once possessed schools in almost every Yao town on the east coast of Nyasa, but has suffered greatly at the hands of Makanjira, who, in times past, killed the native catechists, and was constantly robbing the Mission of its boats. On one occasion, when the Rev. W. P. Johnson landed at Makanjira's from the "Charles Janson" to endeavour to come to a friendly understanding with him, he was seized, stripped, and much maltreated, and only released after the payment of a heavy ransom. Now, when Makanjira has been completely conquered and his country occupied in force, it is to be hoped that this Mission may be able to re-establish their former schools.

This Mission publishes a newspaper called the "Nyasa News," and has a printing press at Likoma. They are endeavouring to train native boys as printers, carpenters, and workers at other useful trades. Youths from this Mission are in the employment of the Administration both in the printing department and as carpenters. Some little while ago it was computed that the Universities' Mission taught about 500 scholars, but I have reason to believe that this number has been largely increased of late owing to the opening up of the country and the establishment of a Mission station in the very heart of Yaoland, to the east of Lake Nyasa. The Universities' Mission is deserving of nothing but praise. It studiously avoids all intermixing with politics, and may be regarded as a great agent for good on Lake Nyasa.

To the Church of Scotland Mission is practically due the founding of the important town of Blantyre. This Mission has also stations on the east side of Mount Zomba and on the north-west flank of Mount Mlanje. There are small stations in the charge of native catechists at Chiradzulu, Katunga's, and Angoniland: I think also on Mount Cholo and on Mount Ndirandi, near Blantyre. The station in Angoniland was occupied for some time by Europeans, but I believe these have been temporarily withdrawn. The scholars of this Mission have markedly increased in numbers of late. In 1892 they probably did not much exceed 300; but from inquiries I have made, I should consider they probably now number fully 600. This Mission has a river steamer, which plies between Chinde and Katunga; it has a printing press, and publishes monthly a paper called "Life and Work in British Central Africa." It has trained native boys, chiefly Yaos, to be printers, and some of these are employed in the printing department at Zomba, and are almost as capable as European printers. I believe the Mission further intends to start a coffee plantation at Cholo as an experiment, where lessons in agriculture will be given to its

native scholars. A great meed of praise is due to the Blantyre Mission for the admirable work done by its medical missionaries. These gentlemen really deserve to be mentioned by name—Dr. Affleck Scott, Dr. Henry Scott, and Dr. Robertson—for the great good they have done in this country. Their services are invariably rendered gratis. At the same time, it is to be hoped that the many Europeans who avail themselves of medical treatment at their hands endeavour to forward subscriptions from time to time to the Mission. The branch of this Mission at Mlanje has had rather a chequered career. After their first attempt to make a station at Chikumbu's, the hostility of that Chief and the death of the missionary interrupted their work for awhile. They then built near Mkanda's country, and they have had at different times a great deal of trouble from that Chief and his raiders; but now that the country is becoming more settled, their Mission should produce good results.

The Livingstonia Free Church Mission, founded in 1875, has its main establishment at Bandawe, on the west coast of Lake Nyasa. They have also stations in Southern Angoniland, in Northern Angoniland (behind Bandawe), and in the Konde country (north end of Lake Nyasa). I have no very recent statistics about their schools; but when I visited their Mission stations in 1889 and 1890, I calculated they were teaching about 1,200 scholars. This Mission is much to be commended for the way in which it has acquired an influence over the fierce Angoni tribes who settled on the highlands to the west of Lake Nyasa. As already mentioned in an earlier passage of this Report, they have practically saved the Atonga race from extinction at the hands of these Angoni.

The sphere of the London Missionary Society lies on Lake Tanganyika and the plateau south of the lake. At present their stations on British territory are limited to Fwambo and Nyamkolo, the former at an altitude of about 5,300 feet on the northern edge of the Nyasa-Tanganyika plateau, and the latter on the rocky promontory which lies to the west of Rhodes Bay. The London Missionary Society have a steamer called the "Good News," and a large sailing-boat called the "Dawn," with which they are able to traverse the length and breadth of Tanganyika. Their steamer frequently makes journeys to Ujiji and the north end of the lake, and there is scarcely a European traveller in those parts who does not—whether he may have expressed it or not—owe gratitude to the London Missionary Society for conveying him up or down or across the lake. My Administration has been much indebted to this Society for the facilities afforded to us in crossing the lake in the Mission steamer. I have no recent information as to the number of scholars, &c., but I should estimate Fwambo schools as teaching about 200 children, and perhaps 250 at Nyamkolo. Dr. Mather, who is the medical missionary attached to the Mission, is very kind in attending to all Europeans who may seek his services.

The French Algerian Mission has one station on British territory at Chirundumusia, on the Nyasa-Tanganyika plateau in the Mambwe country. This station is under the direction of Père van Oost. This Mission has been of great help to the Mambwe in protecting them from the Awemba raids.

The Dutch Reformed Church Mission is settled in Central Angoniland, where it has two stations. It has not been long enough at work for much impression to be made yet on the people, but I believe it is doing a great deal to teach the Angoni useful trades.

The same may be said of the Zambezia Industrial Mission, settled near Blantyre, and in Southern Angoniland. This last-named Mission is of quite recent date, and would appear to be rather a society of planters who have agreed to impart religious teaching to the natives than a body solely devoted to evangelistic work. The Zambezia Industrial Mission proposes to instruct the natives in agriculture and in various handicrafts likely to raise them in the social scale.

High praise must be given to the missionaries of British Central Africa for the extent and value of their linguistic studies. The Universities' Mission has printed several works dealing with the form of Chinyanja which is spoken on the east coast of Nyasa. In the Church of Scotland Mission the Rev. Alexander Hetherwick has published a handbook of the Yao language, and the Rev. D. C. Scott has compiled a Mañanja dictionary, which is a veritable mine of information as to native habits and customs. In a way, the Livingstonia Mission stands first as regards the value of its contributions to our knowledge of African languages. Dr. Laws has published at different times vocabularies of the Chinyanja, Chikunda, and Chitonga tongues. Dr. Elmslie has written some really valuable works on the Tumbuka language, and on the dialect of Zulu spoken by the Angoni, besides numerous other contributions to African philology. The late Dr. Henry, of the same Mission, has published the best grammar extant of Chinranja, and the late Mr. Bain commenced a vocabulary of the language spoken at the north end of Lake Nyasa. The Rev. David Jones, of the London Missionary Society, has published vocabularies of the Kimambwe, and has compiled (I do not think it is published other

than privately) a most valuable study of the interesting Kiguha language spoken on the west coast of Lake Tanganyika.

Trade.

So far as I have been able to ascertain from information supplied to me by the African Lakes Corporation and various traders and planters already settled in this country in 1891—

							£
The total value of the imports into British Central Africa for the year ended							
December 1891 was about							33,000
Imports for the year ended December 1892							38,840
" " " 1893							49,142

There has thus been an increase of 16,142*l.* in the value of our annual imports.

As regards exports, about 5,530*l.* worth of ivory was exported in 1891, and about 10 tons of coffee (worth about 1,000*l.*). There were also small quantities of oil-seeds (100*l.* worth), *strophanthus* (200*l.* worth), rhinoceros horns (50*l.* worth), hippopotamus teeth (50*l.* worth), bees-wax (15*l.* worth), and india-rubber (20*l.* worth); say, a total value of exports for 1891 of 6,965*l.* The following Table will show the kind and value of our exports for the year 1893:—

Articles.						Quantity.	Value.		
							£	s.	d.
Ivory	..	..	..	..	..	42,945 lbs.	18,252	0	0
Hippopotamus teeth	..	..	..	..	..	2,252 "	146	2	11
Rhinoceros horns	..	..	..	..	..	332 "	20	4	0
Wax	..	..	..	..	..	5,228 "	174	5	4
Oil-seeds	..	..	..	..	..	87,055 "	182	2	0
Rubber	..	..	..	..	..	539 "	33	11	4
Coffee	..	..	..	..	..	93,118 "	2,996	11	7
Strophanthus	..	..	..	..	..	2,311 "	279	19	0
Tobacco*	..	..	..	..	..	40 "	2	0	0
Cotton	..	..	..	..	..	400 "	1	0	0
Sundries (gold, &c., food-stuffs)	..	..	..	..	..	..	51	10	0
Total value of exports						..	22,139	6	2

* About 6,720 lbs. was produced in the Shiré province in 1893, and was locally consumed.—H. H. J.

Lower Shiré—							£	s.	d.
Exports for 1891							6,965	0	0
" 1893							22,139	6	2
Increase							15,174	6	2

The following are the principal articles of import at Chiromo for 1893:—

Articles.						Quantity.	Value.		
							£	s.	d.
Arms	..	..	..	..	..	188 guns	}	1,097	11 11
Ammunition	..	..	..	..	..	238 cases			
Alcohol	..	..	..	..	..	1,698 "		1,938	5 9
Provisions	..	..	..	..	..	8,344 "		7,796	10 9
Hardware	..	..	..	..	..	4,380 packages		7,515	0 2
Soft goods	..	..	..	..	..	4,156 "		22,785	4 0
Sundries	..	..	..	..	..	1,184 "		2,306	4 6
Free goods (machinery, &c.)	..	..	..	..	..	682 "		1,124	0 6
Total value						..		44,562	17 7

To these Tables should be added 1,580*l.* worth of imports from Port Herald, a Customs station lower down the Shiré than Chiromo.* I am not able to give exact details of this amount, because, owing to the recent death of the Collector at that station from a gun accident, the usual Returns have been delayed. To these amounts should be added approximately 1,500*l.* worth of ivory which was exported from Lake Nyasa ports overland to the east coast by Arab caravans. That is to say, ivory to that value, more or less, was passed through our Custom-houses. No doubt a considerable quantity of ivory has, until quite recently, been smuggled through without our knowledge. Yearly, also, the Arabs bring about 3,000*l.* worth of goods overland from the German coast, which they introduce into British Nyasaland very often without paying duty thereon, though to a certain extent we have been enabled of late to induce them to conform to our Customs Regulations. Adding these figures to our exports and imports, we arrive at the approximate total of 49,142*l.* imports and 23,639*l.* exports for the year 1893,† making the total value of our trade, so far as it is known, 72,781*l.*‡

Thus it will be seen that the trade in British Central Africa has nearly doubled in value during the first two years of our Administration.

The Table above given will show what are our chief exports. I hope, however, with the development of the country that the india-rubber trade may be largely increased, and as the mineral wealth of Nyasaland becomes exploited, that the export of gold may become a marked feature.

The customs duties, as is well known, are very low—5 per cent. *ad valorem* on most goods, except guns and gunpowder, on which 10 per cent. is levied; but, inasmuch as the importation of guns and gunpowder is placed under severe restrictions, we get very little revenue by these duties. There are various categories of goods which are allowed to pass free of duty into Central Africa, such as “machinery, agricultural implements, materials for constructing railways, tramways, or roads,” &c. In addition to these customs duties certain licences are imposed, such as a licence to trade, costing 10*l.* per annum; a licence to sell alcohol, costing the same sum; a licence to shoot big game, costing 25*l.* per annum; a licence to carry a gun, costing 1*l.* for five years; a licence to import alcohol, costing 2*s.* 6*d.*; and a licence to import arms or ammunition, also costing 2*s.* 6*d.* There is no other tax levied in the Protectorate, though certain small fees are charged in connection with the regulation of native labour and other services which are rendered at the request of applicants. All fines and judicial fees levied in our Courts are transmitted to the Foreign Office, as is the case with all fees levied in a Consular capacity. Native labour is subject to just sufficient regulation as may safeguard both the rights of the negro labourer and the European employer. It is not permitted to engage labourers or porters, natives of British Central Africa, for a longer period than twelve months, or rather, I should say, engagements for a longer period are not held to be binding on the native. Natives who are taken from one district to be employed in another must be sent back to their homes at the cost of the employer on the termination of their engagement.

In 1891, not counting the British and Portuguese gun-boats, there were three steamers plying on the Zambezi and Lower Shiré, three steamers on Lake Nyasa, and one steamer on Lake Tanganyika. All the Nyasa and Tanganyika steamers were British, and of the others on the Zambezi and Shiré, one was Dutch and two were British. At the close of the year 1893 there remained one British steamer on Tanganyika, but on Nyasa, besides the three British gun-boats (one of which plies on the Upper Shiré) there were four other steamers on that lake, one German and three British. On the Zambezi-Shiré there are now no less than six steamers, all of which are British. The Dutch steamer already mentioned is no longer in existence. One of the steamers, now called British, was originally a German boat, the “Pfeil,” but I believe I am now right in stating that this vessel is now a British steamer, and belongs to the African Lakes Company. I think there are three Portuguese gun-boats, if not more, on the Zambezi, and there are the two British gun-boats, the well-known “Herald” and “Mosquito.” At Chinde there are two tugs which either ply between the river and the sea at that place or run to Quilimane, thus connecting with those steamers which are too large to cross the Chinde bar, or exchanging cargo and passengers with the ocean steamers in smooth weather outside the bar. I am informed that there are no less than 100 barges and lighters now on the Zambezi-Shiré, of which about 80 belong to British traders. The British Concession at Chinde has attained a marked development since it was first made over to us at the beginning of 1892. A good

* Total imports, Chiromo and Port Herald, 44,562*l.* 17*s.* 7*d.* + 1,580*l.* = 46,142*l.* 17*s.* 7*d.*

† Total imports, 46,142*l.* + 3,000*l.* = 49,142*l.* Total exports, 22,139*l.* + 1,500*l.* = 23,639*l.*

‡ To this, however, should be added about 16,000*l.* worth of goods imported by the Administration, and 6,000*l.* worth of goods imported by the navy, raising our total trade to about 94,000*l.*—H. H. J.

deal of marsh has been drained, groins have been built to protect the foreshore, and an attempt has been made, not very successful as yet, to create a small dry dock for the repair of the gun-boats and river steamers.*

Chinde has proved a very healthy place, and is really valuable from that point of view, as a short stay there frequently benefits people who have suffered a good deal from malarial fever in the interior. This is partly owing to the magnificent sea-beach and the bracing sea-breeze.

The dangers and difficulties of the Chinde bar have been from the very first persistently exaggerated.† At one time the Union and Castle lines of South Africa stopped all communication with Chinde, and the German East Africa line had not commenced its service. At this juncture Mr. Rennie's line of Aberdeen steamers came to the rescue, and the "Induna" began to run from Natal to Chinde. This may be said to have turned the tide in our favour. Finding that the "Induna" did not come to grief the German line next proceeded to call, and, last of all, the Union Company established a service at Chinde on more or less fixed dates.

Before leaving the subject of water transport, I might complete my list of the means of locomotion at present available on lakes and rivers by stating that the London Missionary Society has, as already related, a large sailing-boat in addition to its steamer on Lake Tanganyika, and the Administration is now conveying to that lake an iron sailing-boat in sections for use at the south end of Tanganyika, and also a boat of the same description for Mweru. We have already one sailing-boat on Lake Mweru, which is very useful for visiting the Upper Luapula. On Lake Nyasa besides the steamers mentioned there are three or four lighters belonging to the African Lakes Corporation, and two large boats (one of them a kind of steam-launch) belonging to the Universities' Mission; the German Government also has a huge barge. The Administration has a lifeboat at Deep Bay and a good-sized boat attached to the Fort Maguire Station, and in addition four large boats and three small ones on the Upper Shiré, besides two barges and five boats on the Lower Shiré and two on the Ruo—one at Fort Anderson and one at Chiromo. Perhaps it may be interesting to give the names of some of our boats by which I have tried to commemorate celebrated African explorers connected with British enterprise in Central Africa. We have the "Henry Barth," the "John Kirk," the "Fred Elton," the "Richard Burton," the "Speke," the "Grant," the "Alfred Sharpe," the "Joseph Thomson," the "Bruce," and the "John Buchanan," &c.

Roads.

The Administration had not long started when the question of overland transport was brought prominently before it. At first I was in favour of constructing a carriageable road direct from Chiromo to Zomba, and thence to the Upper Shiré, because the Shiré above Chiromo is so difficult of navigation during certain months of the year. The construction of this road was commenced, and it was decided that it should pass close to Mlanje, so as to open up communications with that important district, but the difficulties were so great that but little progress has been made with this direct road up to the time of writing, though I have given out one or two sections of it to contract. It was soon decided that it was of far more benefit to the community that the road between Katunga and Blantyre should be made thoroughly practicable for waggons. In consequence, Captain Selater constructed what is now called the "Selater Road," between Blantyre and Chikwawa. This road was at first intended to be little more than an enlargement of the old track cut by the African Lakes Company down to Katunga, but this track was found to follow such a steep incline in many places that it had to be abandoned, and, in consequence, about two-thirds of the road from Blantyre to the Lower Shiré are of new and independent construction. This road has cost the Administration a little over 2,000*l.* to construct, and can scarcely be pronounced to be finished yet, not being properly connected with Katunga. However, it is practicable for waggons, and, in consequence, is of immense benefit to the community, especially in the transport of heavy goods. An excellent road has also been made at a much less expenditure between Zomba and Blantyre, and, in this way, Zomba is connected with the Lower Shiré by a carriageable road.

A rough track has been cut from Zomba down to the Upper Shiré which is sufficient for passenger traffic, but quite unsuited to waggons, owing to the steep descent in parts.

* I am afraid we shall have to abandon this scheme for want of funds.—H. H. J.

† The bar at Chinde is short and of simple navigation. At neap tides there is, at high tide, a depth of from 13 to 15 feet on the bar; at high springs, from 18 to 21 feet. The captain of the "Induna" informs me that the bar is improving, the channel becoming straighter and deeper.—H. H. J.

It has not been worth while making this road carriageable, because the tsetse fly is found over a portion of it. A considerable section of the road between Zomba and Mlanje has been made by Captain Edwards, and would have been finished at the present time but for the violence of the rainy season, which, since December, has caused all road work to be suspended. This road from Zomba to Mlanje is intended to be a section of the direct route to Chiromo. Short lengths of road have also been cut between different places on the Upper Shiré.

Except, however, between the Lower Shiré and Blantyre-Zomba, one is not encouraged to spend hundreds of pounds on the making of a carriageable road, because of the presence in various tracts of the tsetse fly, which would render the passage of horses or oxen too risky for them to become constantly used as a means of transport. I fear the only certain and practical way of opening up communications with this country will be by a railway running between the Lower and the Upper Shiré.

Townships.

The following places have been more or less laid out in townships: Port Herald, Chiromo, Blantyre, and Fort Johnston. In all these places, in the naming of streets I have followed the same plan as in the naming of boats, viz., I have endeavoured to commemorate the names of persons who have identified themselves with African exploration, only, in the case of townships, the names chosen are more in connection with the local history of British Central Africa rather than of world-wide celebrity.

Land Settlement, &c.

The actual amount of land now owned by the Europeans as private property within the British Central Africa Protectorate scarcely amounts to more than one-fourth. Outside the Protectorate, in the British sphere, a few small patches of land round Tanganyika and Mweru and on the Nyasa-Tanganyika plateau have been bought outright.

A somewhat interesting point to me has been the growth of a desire amongst the more intelligent natives to possess personal property rather than hold an unalienable share in the tribal lands. Several natives have come forward and have asked to be allowed to purchase, or to obtain in some other way, a small holding of, say, 20 acres as "their very own." I have always encouraged this feeling, as it gives a man a much greater sense of being settled down, and he becomes a more responsible personage with a stake in the country.

Natives, at least one, a man named Kumtaja, at Blantyre, and another called Nyama, at Zomba, have started coffee planting, wheat growing, and other enterprises, much more like the occupation of a European than the hand-to-mouth existence of a savage. It is true that Kumtaja became bankrupt at first over his very ambitious attempts at building and planting, but he fortunately possessed valuable assets in the shape of land, and is gradually regaining prosperity.

The Postal Service.

The Postal Service was first established by me, acting for the British South Africa Company, in July 1891. Prior to that date there was no Postal Service whatever in the country, though the African Lakes Company in an informal manner usually carried the greater proportion of the mails. All letters, however, for the exterior, had to be posted at Quilimane and stamped with Portuguese stamps. The British South Africa Company's Postal Service in British Central Africa now extends from Chinde on the sea-coast to Lake Tanganyika and Lake Mweru; and a monthly service is also being organized by the Collector of the Mweru district for the transmission of letters to the authorities of the Congo Free State in Katunga. All letters, newspapers, and other mail matter coming from the exterior are accepted at the rates in force in the countries of origin. All letters posted in British Central Africa are at the following rates:—

POSTAL RATES.

	Letters.	Book Packets.	Newspapers.	Parcels.
In Shiré district, Nyasa district, and Tanganyika plateau	1 <i>d.</i> per $\frac{1}{2}$ oz. ..	1 <i>d.</i> per 2 ozs. ..	1 <i>d.</i> per paper not exceeding 4 ozs. in weight.	8 <i>d.</i> per lb.
Local rates to Tanganyika, Nyasa, and Mweru	2 <i>d.</i> „ ..	1 <i>d.</i> „ ..	1 <i>d.</i> „ „	1 <i>s.</i> „
India, Burmah, Zanzibar, Portuguese East African Colonies, Natal and Cape Colony	4 <i>d.</i> „ ..	2 <i>d.</i> „ ..	1 <i>d.</i> „ „	1 <i>s.</i> 4 <i>d.</i> „
United Kingdom	6 <i>d.</i> „ ..	2 <i>d.</i> „ ..	2 <i>d.</i> „ „	1 <i>s.</i> 9 <i>d.</i> „
Foreign countries and British possessions other than those mentioned above	6 <i>d.</i> „ ..	2 <i>d.</i> „ ..	2 <i>d.</i> „ „	2 <i>s.</i> 6 <i>d.</i> „

Registration fee on all classes of correspondence, except parcels, 4*d.* Parcels may not be registered, their treatment being equal in every respect to registration. Certificates of posting can, however, be obtained, for which a charge of 2*d.* is made.

Parcels for England should have the contents noted outside.

The postal rates *from* Great Britain *to* British Central Africa are at the usual colonial rates.

At present there is no money order system, but we hope to organize one before long, and also to issue post-cards for the exterior and interior Services. There are twenty post-offices in British Central Africa (March 1894). I am unable to forward with the present Report a complete Return of the amount of letters carried during the last year; but the average number of letters carried in 1893 was, taking the month of October 1893 as a standard—

								Letters.
Outward	..	..	..	..	..	..	..	70,080
Inward	..	..	..	..	..	..	..	62,832
Total	..	..	..	..	..	..	..	132,912

The number of newspapers almost equals the number of letters, and there was in addition a considerable number of parcels, packets, and other mail matter. I hope before long to forward Returns of a complete nature, which are in course of preparation.

The greatest benefit has accrued to the Postal Service since the establishment of an Office of Exchange at Chinde. Formerly, our direct mails from England were usually sent to Zanzibar and re-sorted there. This resulted in a great deal of damage being done to envelopes and covers of books and newspapers, and, in addition, letters occasionally went astray to other parts of Central Africa. Now, our letters are received direct from London at Chinde, and they are there carefully sorted and transmitted thence to other centres of distribution.

There is now a fortnightly communication with England as regards mails, one service arriving monthly from London viâ Zanzibar, and the other monthly or three-weekly from South Africa. The total expenditure of the British South Africa Company for the Postal Service for the year 1892-93 was 713*l.* 12*s.* 7*d.*, and the receipts were 395*l.* 16*s.* 5*d.*, so that, at present, the Postal Service is conducted at a loss of 317*l.* 16*s.* 2*d.* per annum.

Armed Forces.

The armed forces in British Central Africa under the control of Her Majesty's Commissioner and Consul-General consist of 3 European officers, 200 Sikhs belonging to the regular army in India, and allowed to volunteer for service in British Central Africa from the various Punjab regiments, 40 Zanzibaris (recruited by permission of His Highness the Sultan), 40 Arabs, 69 Makua (recruited by permission of the Portuguese Government at Mozambique), and a varying number of negro irregulars (Somalis, Zanzibaris, Makua, Atonga, Atshewa, Awemba, Angoni, &c.), locally recruited and

mainly attached to the civil authority. The Commandant of all the armed forces in British Central Africa is Major C. A. Edwards (35th Sikhs), lent for service in British Central Africa, salary, 600*l.* per annum, with a yearly allowance for acting as Magistrate, &c., of 100*l.* The second in command is Captain W. H. Manning (1st Sikhs), lent for service in British Central Africa, salary, 500*l.* per annum. Third in command, Lieutenant Gillmore (late of the Bechuanaland Border Police), salary, 200*l.* per annum. Particulars as to the pay of the Indian troops have already been furnished to the Foreign Office. The men are allowed to volunteer for two years' service, and at the end of this period, if their behaviour has been thoroughly satisfactory, they receive an extra gratuity in addition to their pay. The pay of the Arab and Makua regulars varies from 14 rupees a-month for the privates to 25 rupees a-month for the non-commissioned officers, who, however, are seldom of higher rank than that of corporal. The pay of the native irregulars varies from 5*s.* to 6*s.* a-month. Sergeant-Major of native irregulars, Ali Kiongwe, pay 5*l.* 16*s.* 8*d.* per month; sergeant of irregulars, Bandawe, 1*l.* 13*s.* 4*d.* a-month; and Sergeant Mwalimu, 1*l.* 6*s.* 8*d.* a-month.

Attached to the Indian troops are water carriers, tailors, cobblers, and other camp followers, in such proportion as is customary in India.

I cannot close this Report without referring to the manner in which I have been assisted and supported by the gentlemen temporarily attached to my Administration or engaged in its service. I have already referred in numerous despatches and Reports, some of which have been published by the Foreign Office, to the zeal and courage of the late Captain Maguire, most unfortunately killed in attempting to destroy two of Makanjira's slave-dhows. Perhaps a more gallant or talented man than the late Captain Maguire never entered Central Africa, his achievements in India and elsewhere having already singled him out as one likely to advance to posts of distinction. His untimely death is, therefore, the more to be regretted, and I trust his name will never be forgotten. I have done my best to attach it to places in Central Africa connected with Captain Maguire's work, so that he may have, at least, local remembrance. Lieutenant (bearing the local rank of Captain) B. L. Selater was of the greatest assistance to me during the first two years of my Administration, both in the preliminary organization of it and in the founding of many of our stations and the choosing of our personnel. Captain Selater also either constructed or designed our principal roads in the Shiré province.

Major Johnson (Captain, 36th Sikhs), who succeeded the late Captain Maguire in command, has been referred to by me in many despatches for his services in connection with the various native wars in which we have been engaged, and his skill and gallantry in handling native troops. To Major Johnson is also due the training of our very efficient Makua regulars. Major Johnson was severely wounded in connection with his action against the Slave Trade, but I trust may not in this way suffer any check in his career. To Major Edwards (Lieutenant, 35th Sikhs) is due special credit for the bravery and resource with which he has repeatedly engaged large forces of Makanjira's men subsequent to the retiring of the main expedition against that Chief. Major Edwards has succeeded Major Johnson as Commandant-in-chief of the armed forces in British Central Africa, and has shown that he is not only able to fight bravely, but that he is a good administrator, as are most Indian officers. Captain Manning (local rank, Lieutenant, 1st Sikhs) has rendered considerable services already in finally settling the long-troublesome Yaos of Chiradzulu and Mlanje, not only by force of arms, but quite as much by tact and diplomacy. I owe to Mr. John Buchanan, C.M.G., British Vice-Consul, Blantyre, much help and efficient services in treating native affairs and negotiating with native Chiefs; my numerous Reports have frequently mentioned the benefit we have derived from the work of Mr. Alexander Whyte, Superintendent of our Scientific Department. Mr. Whyte, it will be remembered, discovered the Mlanje cypress, and enabled us to make practical use of our discovery. He has done a great deal of good by his attempts to introduce the cultivation of useful vegetables and suitable trees. He has also assisted me to send home to the British Museum and to the Museums of Edinburgh and Dublin collections of the fauna and flora of British Central Africa. (It should be borne in mind that the British South Africa Company has permitted us to spend a portion of the subsidy on scientific research, and that really the thanks of the scientific institutions in the United Kingdom are as much due to the British South Africa Company as to Mr. Whyte or myself.)

I desire also to record my obligations to the gentlemen of the Accountants' Department, and, in fact, to all the officials of my staff whose names are given in connection with the different stations, for untiring work and a zeal not measured by the amount of their salaries, but actuated by the desire to do good and lasting work in connection with the administration of this country. Where all are so worthy of praise it is somewhat

AMENDED MAP

To be substituted for that facing page 42 of "Africa No. 6 (1894):" "Report by Commissioner Johnston of the First Three Years' Administration of the Eastern Portion of British Central Africa, dated March 31, 1894. With five Maps.)"—C.—7504.

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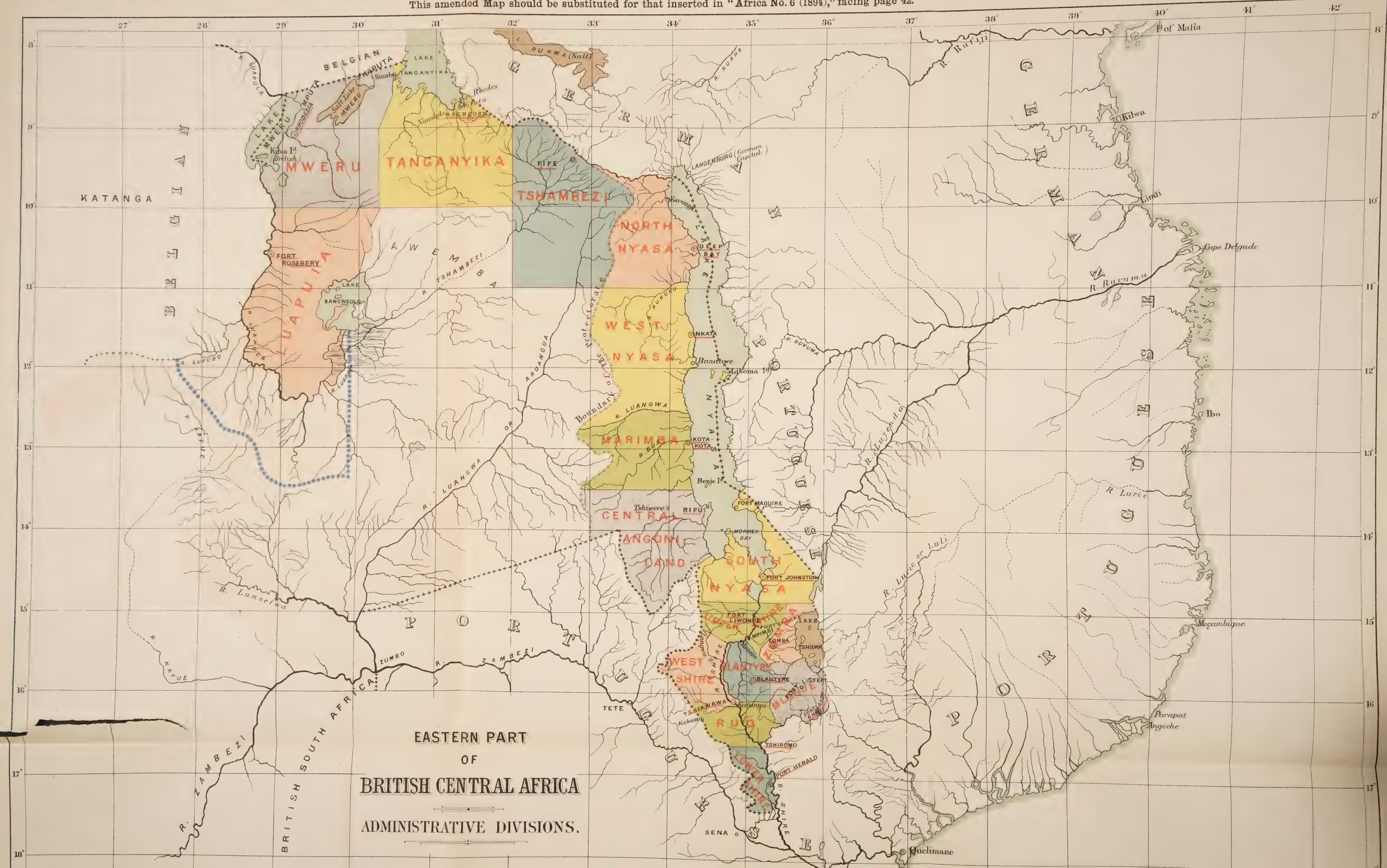
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The Map which was laid before Parliament with "Africa No. 6 (1894)" should have had attached to it the following Note:—

[See 'Africa No. 4 (1894).']

"The boundary in the neighbourhood of Lake Bangweolo and the Lufubo River has been subsequently altered by the Agreement between Great Britain and the Independent State of the Congo of the 12th May, 1894, as marked, approximately, with a blue dotted line.

This amended Map should be substituted for that inserted in "Africa No. 6 (1894)," facing page 42.



invidious to mention special names ; but I think it right to state that Mr. John L. Nicoll, my assistant in 1889-90, has mastered a very difficult situation at the south end of Lake Nyasa, and has largely increased our knowledge of the fauna and flora of the country by scientific collections ; Mr. Crawshay has done excellent work against the Slave Trade in the Mweru district and at Deep Bay ; Mr. Marshall has brought the Tanganyika district into order with few other resources than six Sikhs ; Mr. H. A. Hillier has ably organized our chief Custom-house at Chiromo ; and Mr. J. G. King, British Vice-Consul at Chinde, has been eminently useful in Consular work, in administering the affairs of the British Concession in a proper manner, and in organizing the Postal Office of Exchange.

I lost one of the most valued servants of my Administration in the late Mr. Alfred E. Peile, who was Collector of the Lower Shiré district, and who died in the month of January last from the accidental discharge of his gun. During Mr. Peile's occupancy of his district the native population rose from 3,000 to 9,000 in number. He also completed before the time of his death an accurate survey of his district. I have already alluded to the lamented death of Mr. Kydd, who, before entering my service, had worked for many years in the service of the African Lakes Company, and had in that condition assisted me in negotiating with the Arabs in 1889. Since returning to Africa Mr. Kydd founded the principal station of the Mweru district, and rendered great services in connection with the Slave Trade.

I have left, perhaps, the best name till the last, that of Mr. Alfred Sharpe, Her Majesty's Consul and Deputy Commissioner. It is difficult to do justice in a Report like this to the services rendered by Mr. Sharpe, as their enumeration tends to become, to those who do not know him, a wearisome eulogy. It is perhaps sufficient to say that no one engaged in a difficult task, such as the administration of British Central Africa, has ever been so efficiently and loyally helped by any one as I have been by Mr. Sharpe. Perhaps in value and durability of work his name will stand highest in the record if history takes any notice of the first three years of the administration of British Central Africa.

(Signed) H. H. JOHNSTON,
Her Majesty's Commissioner and Consul-General.

Zomba, March 31, 1894.



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